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A Report to
The Honourable Rene Brunelle
Ontario Minister of Social and Family Services



Task Force on Employment Opportunities for Welfare Recipients

BARRY B. SWADRON

**Report
of the
Task Force on
Employment Opportunities
for Welfare Recipients**



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Ontario Minister of Social and Family Services

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for Welfare Recipients

Barry B. Swadron

Report of the Task Force on Employment Opportunities for Welfare Recipients

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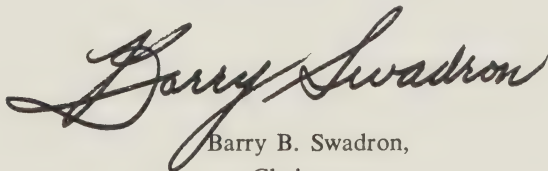
Sir:

The Task Force on Employment Opportunities for Welfare Recipients has had a great deal to do within a very short period. Our Terms of Reference embrace some of the most vital and controversial issues of our times.

I am pleased to present our Report.

I have the Honour to be, Sir,

Your obedient servant

A handwritten signature in dark ink, reading "Barry Swadron". The signature is written in a cursive, flowing style with a large, prominent initial "B".

Barry B. Swadron,
Chairman.

Dated at Toronto this 2nd day of February, 1972.

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Terms of Reference

(Excerpted from Order-in-Council numbered
OC-3387/71 dated November 18, 1971.)

- I. Investigate current problems relating to unattached employable persons who are applicants for or recipients of general welfare assistance and in particular:
 - (1) determine their employment capabilities and needs;
 - (2) determine what are their opportunities for employment;
 - (3) assess, in their case, the effectiveness of existing referral and employment placement services;
 - (4) explore various measures to improve their referral and placement in employment, and specifically by
 - (a) inter-agency and co-ordination;
 - (b) modification of existing agencies or establishment of new agencies;
 - (c) relocation to areas where employment has been offered;
 - (d) utilization, to the fullest extent, of part-time and casual employment opportunities; and
 - (e) establishment of special programmes creating employment opportunities,
and to consider the feasibility, necessity, desirability, wisdom and value thereof and, where indicated, to recommend on implementation.
- II. Report on the foregoing to the Minister of Social and Family Services.

Summary of Recommendations

1. The Department of Social and Family Services should formulate and develop a better system of comprehensive reporting of meaningful, vital statistics relating to recipients of general welfare assistance so that it will be in a more favourable position to measure trends, forecast needs and plan accordingly. (I - 6).
2. Every employable recipient of general assistance should be required to register at a Canada Manpower Centre. (III - 27).
3. The present method of verification of the registration status of the welfare recipient at the Canada Manpower Centre should be continued by arrangement between local Canada Manpower and municipal welfare offices. The welfare office should use this verification method universally, and the senior administration of Canada Manpower and of the Department of Social and Family Services should take definite steps to ensure that the local offices of the two systems each understand the methods and requirements of the other and act in co-ordination. (III - 29).
4. Canada Manpower, the Department of Social and Family Services and the municipal welfare administrations should formulate complementary systems of data accumulation for the exchange of useful information about employable welfare recipients. (III - 29).
5. Every refusal and termination of general assistance should be accompanied or followed by written notice, the contents of which should include a statement of the existence of the Board of Review together with a guide in simple terms outlining the method of application to, and procedure followed by the Board. (IV - 55).
6. Independent Boards of Review capable of functioning swiftly should be established on a regional basis. (IV - 56).
7. An employable person who refuses to accept any reasonable employment should be, by law, deemed not to be making "reasonable efforts" to obtain employment. (V - 65).
8. No employable person should be refused assistance or continued assistance on the grounds of not having made "reasonable efforts" to obtain employment unless, in turn, "reasonable efforts", required as a matter of law, have been made to counsel him in that respect. (V - 65).
9. Where a person in need is deemed ineligible for not having made "reasonable efforts" to obtain employment, and appeals this decision to the Board of Review, within a prescribed time, assistance should commence or continue until the initial decision is upheld by the Board. However, where a person is subsequently deemed ineligible for the same reason within a period of one year after a decision against him by the Board, the assistance should not commence or continue pending the decision of the Board. (V - 66).

10. While in principle it should be the duty of an unattached employable person to relocate to accept employment, difficulties which we view as insuperable at this time preclude relocation as a condition of establishing or retaining eligibility for assistance. Nonetheless, where the employment offered is within commuting distance of a reasonable nature, having regard to time, expense and means of transportation, and not involving the relocation of his home, refusal to accept such employment should be legally deemed to be a failure to make "reasonable efforts" to obtain employment. (V-68).
11. A recipient who voluntarily travels outside his municipality should be eligible for travel costs and continued general assistance so long as he is a person in need making "reasonable efforts" to secure employment. Return travel for job failure and compassionate reasons within a reasonable time should be an acceptable cost of the originating municipality. (V - 69).
12. In addition to his duty to accept regular, full-time employment, an applicant for or recipient of general assistance should be expected, by law, also to accept reasonable temporary or part-time employment if permanent employment is not available to him, as a condition of eligibility. (V - 71).
13. The existing exemption on the temporary and part-time earnings of a general assistance recipient should be increased, for the purpose of providing incentive, to a level that he may, while continuing to receive assistance, effectively retain the benefit of about two-thirds of his earnings. (V - 72-73).
14. Appearance either in person or in dress, should not *ipso facto* be a ground for a determination of failure to make "reasonable efforts" to obtain employment. (V - 74).
15. All of a person's prospective benefits or income that are due or are likely to accrue to him to provide for his maintenance should be taken into account in determining eligibility or continuing eligibility for such assistance and, as a condition of payment of that assistance, an assignment of such benefits or income should be required as a matter of law in an amount not to exceed the general assistance issued for the maintenance of the applicant or recipient during any period to which such benefits or income relate. (V - 75).
16. As a measure of rehabilitative support, there should be a discretion, to authorize the continuance of general welfare assistance for a designated period, by law not to exceed three months, where the recipient begins regular, full-time employment. (V - 75).
17. The Department of Social and Family Services should formulate definitive guidelines as a matter of policy respecting the meaning of "reasonable efforts" to obtain employment insofar as the interpretation of that term is not dealt with in the regulations. (V - 76).
18. Business associations, Chambers of Commerce and Boards of Trade should undertake special projects to encourage their individual members to obtain

employment for individual members of disadvantaged groups such as welfare recipients. (VI - 80).

19. Trade union requirements respecting the payment of initiation fees should be made more flexible, where necessary, to allow an individual (who would otherwise be denied membership) the opportunity to pay his fees over a period of time. (VI - 81).
20. The Province should initiate in co-operation with surety bonding companies a programme by which applicants who cannot otherwise be bonded will receive coverage, if necessary with the Government paying their premiums. In the alternative, the Province should underwrite this coverage for persons who are applicants for a job in which irresponsibility or dishonest conduct could materially damage an employer and in which permanency, adequate wages and working conditions may be reasonably expected. (VI - 84).
21. One provincial department should assume overall responsibility for the implementation of government policy respecting the work force. This responsibility should include: (1) Identifying the need for work creation projects; (2) planning such projects on a priority basis as to locality and work force group, and (3) co-ordinating the development and operation of such projects. (VII - 91).
22. The Government of Ontario should (a) develop a comprehensive manpower policy for the Province; (b) work towards a rationalization of existing manpower programmes and roles of the various departments and levels of government; and (c) develop and adopt training and employment programmes for those disadvantage groups who fall outside the mainstream of economic opportunity. (X - 129).
23. The Government of Ontario should reappraise and define its role relative to the identification of training requirements and the development and operation of subsidized training programmes within the Province. (X - 139).
24. The Government of Ontario should adopt a general policy which would eliminate those factors which are extrinsic to the requirements of the job and the capability of the individual, in determining admission to its training programmes. (X - 139).
25. The Government of Ontario should develop an integrated but greatly decentralized planning structure within the Province for more effectively matching people and appropriate training to employment opportunity. (X - 140).
26. The Ontario Department of Labour should accelerate its modular training activity to ensure that more occupations are broken down into blocks of skill and knowledge which: (a) provide for better balance between institutional and on-the-job training; (b) allow the individual to advance at his own rate; and (c) provide for recognition as each block is accomplished. (X - 140).

27. The Province should adopt a policy that no person should be precluded from taking training deemed essential to enable him to have a skill for which there is a market simply because he cannot afford it. (X - 140).
28. Canada Manpower should be encouraged to emphasize better service to employers in filling vacancies in the labour market. (XII - 172).
29. The Province should take steps to formulate and implement a plan to address the employment needs of the hard-core disadvantaged. (XII - 173).
30. There should be established three categories of welfare recipients as follows: unemployable, potentially employable, and employable. (XII - 174).
31. A new plan or opportunity programme, should be instituted with its primary target the potentially employable welfare recipient and its objective his development to a position of independence from the welfare system. (XII - 174.)
32. Three types of allowances should be established under *The General Welfare Assistance Act*:
 - (1) For those persons deemed as being unemployable: a "living allowance";
 - (2) for those persons deemed as being potentially employable: a "development allowance"; and
 - (3) for those persons deemed as being employable: an "unemployment allowance". (XII - 175).
33. In respect of those deemed potentially employable, the provincial subsidy to municipalities should be struck at the rate of 80% of the cost of allowances and 100% of the cost of services. (XII - 175).
34. Outreach efforts using indigenous workers, should be an ingredient of the opportunity programme to attract the proper applicants. (XII - 176).
35. The opportunity programme should be made available to those deemed "potentially employable" on a voluntary basis. (XII - 176).
36. An opportunity counsellor should be assigned the responsibility of designing a plan for counselling a recipient admitted to the opportunity programme to assist him through to the achievement of the programme's objective. (XII - 178).
37. Special work orientation activities should be developed specifically designed to assist individuals in the opportunity programme. (XII - 178).
38. Funds should be made available to provide additional allowances to meet special needs of recipients during crucial stages of the programme. (XII - 179).
39. It should be made mandatory by legislation that area municipalities in a county or district consolidate their social services on a county or district basis. (XII - 182).

CHAPTER I:

The Approach

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The Approach

On October 24, 1971, The Honourable Thomas L. Wells, Minister of Social and Family Services for the Province of Ontario, announced in a statement the appointment of the Task Force on Employment Opportunities for Welfare Recipients. The Task Force was established by Order-in-Council numbered OC-3387/71, approved by His Honour the Lieutenant Governor.

We were given a mandate to investigate current problems of unattached employable persons who are applicants for or recipients of general welfare assistance, particularly in relation to their opportunities for placement into employment. The full Terms of Reference are reprinted at page xi.

The mandate given the Task Force was to study a system. However, no system is, nor should it be, an end in itself. We have accordingly, in our deliberations returned to first principles in our study of public assistance and employment. So far as it was possible, the rationale underlying every concept, idea, rule or myth involved has been demanded.

In its attempt to answer the questions posed to it, the Task Force has functioned on a number of levels.

The law, literature, and studies compiled by other groups and agencies, have been considered and analyzed. In certain areas, limitations of time and resources have compelled us to rely upon data produced otherwise than by fresh initiative. This reliance has been reluctant. In other areas of significance, there is no data of any sort available. At all times, opportunities for first-hand experiences and impressions have been sought out.

Because any programmes presently existing or yet to be devised must serve the needs of the people involved and the interests of society at large, the widest possible public participation has been encouraged. From the date of our appointment, we endeavoured to make ourselves available to individuals wishing to contribute opinions or experiences by telephone or in writing. Indeed, in that manner, a considerable number of personal case histories has been compiled.

Formal invitations for the submission of briefs were directed to 1,649 groups, administrations and individuals. Of these invitations, 199 were to community and citizens' organizations covering the total social stratum. Further such invitations went to the other Provinces and Territories; 30 social planning councils; 88 Indian

Bands; 310 labour union locals; 317 business enterprises and associations; 189 municipalities; 64 full-time administrators of public assistance; and 441 employment agencies and related associations. Certain of the replies indicated that the correspondent either did not have sufficient time to prepare a brief, or that he felt that his organization had not sufficient experience to found a meaningful submission. In general, however, we found a great deal of invaluable information in the returns, indicating a gratifying degree of public concern.

It was at first felt that the pressure of time would not allow the holding of Public Hearings. A decision, however, was made that such Hearings were essential in our efforts to meet the people. Accordingly, Hearings were held in four cities representative of various regions and also of particular problems relating to the Terms of Reference. Arrangements were quickly made to hold Public Hearings in Kitchener on November 10, Sudbury on November 18, Ottawa on November 25, and Toronto on December 2. Often short notice of these Hearings had to be given. Yet, some 40 briefs were presented at the Hearings, and there was a considerable amount of audience participation and debate.

In various parts of the Province, we have personally investigated efforts related to the provision of services and experiments in self-help programmes. As well, private meetings have been held with a considerable number of political figures, special interest groups, academic experts, and most importantly of all, welfare recipients themselves and welfare rights groups.

In the course of preparation of this document, we met at great length in working sessions. These sessions have been characterized by extensive and wide-ranging debate and analysis of the data and impressions gained during the tenure of our investigation. Of particular concern has been the lack of hard facts detailing the actual problems of persons receiving public assistance and the effectiveness of programmes instituted to help them. To further the rational nature of our analysis, and to secure such data as was not otherwise available, the Task Force undertook a concentrated study with the cooperation of the Department of Manpower and Immigration.

It was essential for us to determine the profile of the unattached employable welfare recipient in Ontario. This presented a major problem. Not only is the data necessary to construct this profile not stored anywhere, it is not collected. The Department of Social and Family Services, for each month of the year, compiles several summaries of the costs and caseloads of the general welfare assistance programme. These summaries contain basic general information such as the number of recipients distinguished by sex, marital status, number of dependants, whether or not the recipient is employable, and geographical distribution. The costs for each group are similarly computed. This information is derived from monthly claims for subsidy submitted by municipalities, Indian Bands and regional offices in unorganized areas.

Once in each year, the Department conducts a Province-wide survey as of March 31st. "March Registration" forms are submitted by municipal units, with

each form giving details of one case. Not every case is reported: a random sampling is made of the caseload according to a system formulated on accepted statistical principles. The system is complex but approximately one in every eight cases are described in the sampling.

The "March Registration" form describes a number of the objective characteristics of the persons: such as family size, age, health, reason assistance granted, last employment date, accommodation, and budgetary needs and income. There is no information gathered about education, skills, employment record or other personal characteristics. Yet, these items are absolutely essential to an assessment of this group's capabilities and potential. The absence of this information is, to say the least, surprising. How can the disadvantaged be helped when we do not know what their full disadvantages are? This problem is not peculiar to Ontario. In the Final Report of the Special Project on Resource Mobilization for Employment undertaken by the City of Edmonton (September, 1970), it was stated:

Whether tax money is spent for streets and highways or health and welfare care, there must be accountability and evaluation of how results compare with the amount of money spent. Presently much money is being spent in welfare programmes, yet producing hard, cold data on the results achieved is very difficult. There may be several reasons for this, but one is definitely that the objectives of social services are often very obscurely defined, spelled out in very idealistic terms and without specific plans for achievement. In conceiving programmes to render services to human beings, we must put stronger emphasis on research and evaluation to determine if initial programme planning was sound.

Within our limited time and resources, we have had to devise ways and means of supplementing the data available from the "March Registration". The Municipality of Metropolitan Toronto is one of the few units which maintains their general assistance records on computer. From this source, we have been able to obtain up-to-date information on welfare recipients in that municipality. This information is, however, little broader in scope than the "March Registration". Accordingly, we have had to seek out another source to find the information required to assess employment capabilities.

Canada Manpower Centres do collect information necessary to assess employment capabilities. This surely is the heart of their service. All the while keeping an eye on the calendar, we had hoped to relate the computerized data from Metropolitan Toronto to records kept by Canada Manpower Centres in the same area. As a matter of astonishment, we learned that the Centres are not computerized. In fact, the only such Centre in Ontario which functions by computer is the one in Ottawa. Unfortunately, the welfare office in Ottawa is not computerized. Nonetheless, we had no alternative but to select Ottawa as the situs of the special study vital to determine the unattached employable recipient's profile. Having made this decision, we dispatched special personnel to extract, on a manual basis, the file of every unattached employable recipient of general assistance in Ottawa. The name, Social Insurance Number, sex, age and relative length of time as a recipient, were extracted from these files. By agreement with and through the

courtesy of the Department of Manpower and Immigration, we were able to arrange the input of these names into the Canada Manpower computer system in Ottawa. (Identifying characteristics were subsequently destroyed to preserve confidentiality.) We were, and are now, fully aware that the unattached employable recipient in Ottawa may not be typical of his counterpart in Ontario as a whole. Moreover, the results of the study disclosed that a shocking number of these recipients were not registered for employment at the Canada Manpower Centre in Ottawa. In the final analysis, the profile we obtained paints a picture of only those who were so registered. The extent to which this profile typifies the balance of the Ottawa caseload in respect of employment capabilities is, at most, a matter of conjecture at this time.

It seems to us that the information which we specially arranged to retrieve should have been readily available as an integral part of the social service planning in this Province. Universal reporting, an expensive and time-consuming proposition, is not the only way to collect this information. Conclusions can be defensible, as well, by a statistically sound sampling system.

WE RECOMMEND THAT THE DEPARTMENT OF SOCIAL AND FAMILY SERVICES FORMULATE AND DEVELOP A BETTER SYSTEM OF COMPREHENSIVE REPORTING OF MEANINGFUL, VITAL STATISTICS RELATING TO RECIPIENTS OF GENERAL WELFARE ASSISTANCE SO THAT IT WILL BE IN A MORE FAVOURABLE POSITION TO MEASURE TRENDS, FORECAST NEEDS AND PLAN ACCORDINGLY.

As a further approach to our study of the unattached employable welfare recipients, we enquired of the other provinces and territories what were their concerns, activities and comments in regard to this group. We wrote to the deputy ministers of each Department of Welfare or Social Services asking questions which seemed to us crucial at that preliminary stage of our study. The response was gratifying.

We were reassured as to the relevance of our task when responses from eight of the nine provinces indicated that the unattached employable welfare recipient was a subject of special concern to them in view of the recent increase in numbers and the youth of the recipients.

When we asked whether it should be a condition of receiving welfare payments that the applicant be willing to accept any work that seemed reasonable to the welfare administrator and, perhaps, to move to another area if a job were offered, there was an interesting division of opinion. Five provinces gave an affirmative answer with little qualification, one province expressed uncertainty, and three said that motivational counselling should replace any coercive decision. This is obviously an unsettled issue among authorities in Canada.

All provinces and the Northwest Territories reported that recipients were having difficulties in finding employment. The current shortage of jobs was universally cited as a determining factor, but most of our correspondents added that low educational and skill qualifications as well as other personal defects were notable impediments.

Eight out of the nine provincial officials stated, in more or less plain terms, that Canada Manpower was not, at this time, effective in placing these recipients in employment. In fairness, most recognized that the apparent failure was due to widespread unemployment along with personal deficiencies — matters largely beyond Canada Manpower's immediate control. Some complained that that organization was oriented towards supplying qualified workers to employers and not oriented towards finding jobs for the hard-to-place unemployed. Several others mentioned that this was, indeed, the orientation of Canada Manpower but that was its proper direction.

There was a further division of opinion as to whether welfare services should include such components as employment counselling, training for employment, job search and placement or the creation of employment under government auspices. Some provincial welfare departments believe that all or most of these activities should be undertaken by welfare authorities in order to help their disadvantaged clients. Others intimate that, since these functions relate to employment, they were the responsibility of Canada Manpower. One deputy minister, in particular, expressed this view strongly, contending that public concern about the employable person receiving welfare was diverting attention away from the true welfare function which is to help persons who are in need from causes other than simple unemployment. Present large-scale unemployment is due to the state of the economy, he said, and it is unfortunate that welfare programmes should be expected to cope with that which is not a welfare, but a social problem.

In questions like these — whether Canada Manpower should be employer- or employee-oriented or whether public welfare should assume employment preparation functions — the Task Force recognized issues that we had to settle in our own minds in the course of preparing this Report.

We have directed ourselves to a resolution of problems that constitute a very real social crisis: the welfare recipient and his lack of access to employment. We are aware of the trend to automation and job rationalization, and consequent predictions that in the future a substantial part of the population will not be required in the work force. That future is not yet upon us, and as will be clear in this Report, we have concentrated upon employment placement concerns in the belief that having a job is still of inestimable importance to most people. We cannot ignore the universal demand of "poor peoples' groups" for jobs, not handouts.

We are also aware of two grand alternatives to our concern with full participation in the labour force: a universal welfare or income-support scheme, and a system whereby government becomes the employer of last resort for everyone. These options do not advance (although they do not necessarily impede) integration and normalization of the disadvantaged into the same social opportunities available to any other segment of our citizenry. We have not, accordingly, addressed ourselves further in this Report to those alternatives which, do not appear likely at this time or in the foreseeable future, to alter the importance to the individual of employment in the normal social streams.

Reasons for the current level of unemployment are surely manifold. Various factors, including a continent-wide recession in the economic system, economic policies, foreign ownership, immigration policies and automation all must be taken into account. Others could be cited. While we recognize that factors such as these are major influences in determining employment levels, we do not have the time or resources, nor indeed have we been asked, to deal with them.

The main thrust of this Report is aimed at ways and means of decreasing dependency and seeing more people in an employment situation. This we know as an ongoing task and hopefully our recommendations will be of enduring value, no matter what is the level of employment. Needless to say, these ways and means are especially crucial as measures of alleviation during periods when there are less job vacancies.

We have been asked to deal specifically with the problems of the unattached employable recipient of general welfare assistance. In our discussions and recommendations, it is evident that much of what we have to say is of application to a wider segment of our population.

Many people were of invaluable assistance to the Task Force in its investigations and the preparation of this Report. At the risk of omitting some, we are pleased to acknowledge our gratitude to the following, in alphabetical order:

Grace Aikman; Jim Bain; Ron Binsell; George Bruce; Gloria Bullen; Alice Buscombe; W. F. Davey; Ruth Davidson; Bob Desroches; Ty Divinec; Brian Dixon; Elsie Etchen; Phil Fay; P. A. Fournier; Anne Freedman; Roy Gascoyne; Frank Gooderson; William D. Gray; Cyril Greenland; T. W. Hewer; Dottie Hewson; Pat Jacobsen; R. A. Jeness; Larry Kent; John Kinley; William James Knight; Fran MacLaren; John Macnab; Jean McGuire; C. C. Magee; Anne Matuzich; J. Desmond Morton, Q.C.; Geoff Norquay; Rusty Polsinelli; David Rudan; Margaret Stone; Brian Sweetapple; Betty Swift; and Frank Wittingham.

CHAPTER II:

The Assistance Programme

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The Assistance Programme

Canada Assistance Plan

The general welfare assistance programme is essentially one geared to the disbursement of money, and involves the federal, provincial and municipal levels of government.

The Government of Canada in 1966 enacted the *Canada Assistance Plan*. In essence, Canada and any province may enter into an agreement — Ontario has done so — by the terms of which Canada will reimburse the province for 50% of the costs of specified “welfare” activities carried on in the province. These activities may be at either the provincial or the municipal level.

The Plan distinguishes payment of money to individuals (termed “assistance”), and counselling and rehabilitation services (termed “welfare services”).

Canada will pay to a province 50% of the cost to the province and to municipalities of “assistance” provided by or at the request of provincially approved agencies. “Assistance” is defined to mean aid in any form to or in respect of “persons in need” for the purpose of providing food, shelter, clothing, fuel, utilities, household supplies, personal requirements, items incidental to carrying on a trade or employment, health care services, travel and transportation and certain counselling services purchased by the province or municipality. These are the usual ingredients of a general welfare assistance programme.

As opposed to the costs of “assistance”, Canada will pay to a province 50% of only a part of the costs of “welfare services”. “Welfare services” are defined as services having as their object the lessening, removal or prevention of the causes and effects of poverty, child neglect or dependence on public assistance. Included in this definition are rehabilitation services; case work, counselling, assessment and referral services; community development services; research programmes; and administrative, secretarial and clerical services relating to the provision of any of the foregoing services or to the provision of “assistance”. With respect to remuneration from Canada for the costs of “welfare services”, a province is put to an election. Canada will pay to that province either 50% of the costs of staff salaries involved in the provision of these services, or 50% of that portion of the costs of “welfare services” in general which exceeds the costs of those services in the province in 1964-65. In its agreement with Canada, Ontario has elected the latter.

In return for Canada's undertaking to reimburse a province, the Plan requires that in any agreement made pursuant to it, the province must give certain undertakings. The province must agree that it will provide "assistance" to or in respect of any person in the province who is a "person in need". Such a person is defined as "a person who, by reason of inability to obtain employment, loss of principal family provider, illness, disability, age or other cause of any kind . . . is found to be unable . . . to provide adequately for himself, or for himself and his dependants or any of them, . . ." The province must also agree that in determining whether an individual is a "person in need" and the assistance to be provided to him, his budgetary requirements and income and resources available to meet them will be taken into account.

To benefit from the Plan, a province must give further undertakings. It must agree to continue "as may be necessary and expedient" the development and extension of "welfare services" in the province. In addition, it must agree that it will not require a period of residence in the province as a condition of eligibility for "assistance" or for the receipt or continued receipt thereof. Finally, the province must agree to establish by law a procedure for appeals from decisions of administrators with respect to applications for "assistance" or the granting or providing thereof.

Other than requiring that a province undertake to continue and expand rehabilitation and counselling services as necessary, establish an appeal process, and refrain from enacting a residency requirement, the Plan does not interfere with any provincial welfare system. Provincial and municipal administrations remain the sole judges of the quantum of benefits to be paid to any individual; of the priority of welfare assistance within municipal spending programmes; of the tests to be used to establish need; and of the necessity for expanded counselling and rehabilitation services. It has been suggested that Canada could, and should, use the *Canada Assistance Plan* as a vehicle to force the provinces to expand or improve their welfare services. Such a strategy would not be easily implemented. The Plan provides that every agreement shall continue in force so long as the provincial law remains in operation. Notwithstanding this provision, an agreement may be amended or terminated at any time by mutual consent of Canada and a province. However, either Canada or a province may at any time give notice to the other party of intention to terminate the agreement. To the extent that circumstances current at any time would seem to justify the drastic step of termination, such an alternative could be an effective lever to initiate change.

Fiscal payments made available to Ontario under the *Canada Assistance Plan* are picked up by the Province in a number of statutory programmes and one of these is embraced by *The General Welfare Assistance Act* (Ontario).

General Welfare Assistance Act

The General Welfare Assistance Act has its source in *The Unemployment Relief Act* of 1933. It assumed its present title in 1958.

The provincial administration of the Act is within the sphere of the Department of Social and Family Services, and the Minister of that Department is answerable in the Legislature for matters embraced by the plan of general welfare assistance. The Act imposes certain obligations and confers certain authority upon the municipalities of Ontario for the provision of social services to persons in need. There are over 900 municipalities in Ontario of greatly varying sizes and they provide these services in various ways.

The Act contemplates a General Welfare Assistance Branch of the Department. In actual fact, it is known as the Municipal Welfare Administration Branch. By statute, the Director of this Branch is to exercise general supervision over the administration of the Act and regulations and advise municipal welfare administrators, regional welfare administrators and others as to the manner in which their duties under the Act are to be performed.

A municipal welfare administrator is appointed, with the approval of the Minister of Social and Family Services, by the council of a municipality. He is to receive applications for assistance and determine the eligibility of the applicant. Where the applicant is eligible, the municipal welfare administrator determines the amount of the assistance and provides for it, and he may, from time to time, vary the amount within certain prescribed limits. In 71 *individual municipal units*, there is a full-time welfare administrator, sometimes with other full-time staff, who has an administrative organization occupied wholly with social services. The administration may vary in size from the Town of Kenora with two staff members to the Municipality of Metropolitan Toronto with a staff of 697 persons. Over 300 municipalities have no full-time welfare administrator. The Municipal Clerk or some part-time worker administers welfare.

There is provision for municipalities within a county joining together for general welfare assistance purposes and appointing a municipal welfare administrator to administer such assistance in the larger unit. There are 23 *county and regional municipal units* which have consolidated their welfare administration.

A regional welfare administrator is an employee of the Department of Social and Family Services. He is responsible for administering general welfare assistance to persons residing in territories without municipal organization. There are vast areas in the north where there is no organized municipality. In these *unorganized areas*, through the regional welfare administrator, the Department administers social services locally.

In the case of *Indian Bands*, the council of a band which is approved for the purposes of the Act, provides assistance through its own welfare administrator. With the approval of the Minister of Social and Family Services, such a band may appoint a member of the band as the welfare administrator for the band. There are 110 Indian Bands in Ontario. To date, 55 of these have been approved by the Minister to administer social services to the residents of the Reserve of the Band. On the other Reserves, the Government of Canada is responsible for social services according to custom and law.

General welfare assistance may be provided through a district welfare administration board as well. When the majority of municipalities in a district have passed by-laws authorizing the establishment of a district welfare administration board, such a board may be established and maintained for a district. By virtue of *The District Welfare Administration Boards Act*, the board can, with the approval of the Minister of Social and Family Services, appoint a welfare administrator. In six *Districts*, all the municipalities (excepting some of the cities and largest towns) have turned over their social services to such a board.

Various provisions of the statute indicate that there are duties to provide general welfare assistance under certain circumstances.

According to section 6, a "municipality shall provide assistance in accordance with the regulations to any person in need who resides in the municipality and who is eligible for such assistance".

Likewise, the Province "shall provide assistance in accordance with the regulations to any person in need who resides in territory without municipal organization and who is eligible for such assistance". (This provision was identified as section 7a prior to the revision of statutes in 1970, but for some reason, not reprinted in the 1970 revision.)

The similar duty is contained in *The District Welfare Administration Boards Act* in section 4 which provides, in pertinent part, that "all the powers, duties and responsibilities that are given by any other Act to the councils of the municipalities in the district in respect of the provision and administration of welfare services are vested in the board."

With respect to Indian Bands approved for the purposes of *The General Welfare Assistance Act*, the council of the band, pursuant to section 12, "shall provide, in accordance with the regulations, assistance to members thereof who are persons in need and who reside on the reserve of the band and who are eligible for assistance."

The statute authorizes provincial grants and subsidies to municipalities as prescribed in the regulations. At monthly intervals, the municipality submits applications for subsidization of welfare activities. The Province assumes responsibility for 80% of general assistance, of supplementary aid, of staff training costs, of incentive allowances and of work activity, project costs; and 50% of special assistance and of certain of the administration costs.

In terms of "general assistance" specifically, it is borne respectively by Canada, Ontario and the municipal unit in the ratio of 50:30:20. Some of the other forms of assistance are borne 50% by the municipality and 50% by Canada.

Provincial-Municipal Relations

At the end of each month, each municipality prepares a claim for subsidy. Before the 20th day of the following month, this is mailed to the Municipal Welfare Administration Branch of the Department of Social and Family Services.

This Branch forwards the claim to the Accounting Branch which transmits a requisition to the Department of Treasury and Economics. The subsidy cheque is mailed to the municipality, usually within three weeks of the claim being received.

A copy of the claim is mailed to the local Regional Office of the Department. A "field representative" from that Office visits the municipal welfare office and verifies the amount and eligibility of the claim by an examination of any or all of the municipal records and by test home visits to recipients. The verified claim is returned to the Accounting Branch with an accompanying form stating any additions or deletions that are to be made on the municipality's account.

The field representative or his supervisor, the regional welfare administrator, may also act as an advisor and consultant to the municipalities in his area, conveying to them the interpretations and policies of the Director of the Municipal Welfare Administration Branch.

The Municipal Welfare Administration Branch has frequent, direct contact with municipal welfare offices in a variety of ways. The Director sends out general memoranda setting out interpretations and policies and explaining new legislation. There is a large daily volume of correspondence and telephone calls between this Branch and the municipal welfare offices. Specialized staff from the Branch frequently visit the municipalities to advise, review, promote and consult. It has a staff complement of 36 people working from its Queen's Park office and most of these people are normally to be found "in the field" — among the municipalities, performing various tasks.

The Municipal Welfare Officers' Association has a membership of about 130, comprising most of the full-time senior municipal welfare officers and others. The Director of the Municipal Welfare Branch is, by agreement, a member of the Executive of the Association. This Association is a section of the Ontario Municipal Association and is in frequent touch with the Department through interlocking committees, joint conferences and joint projects. The Association has a Liaison Committee which meets three or four times a year with the Deputy Minister of Social and Family Services and other senior officials to discuss proposed changes in legislation and policy.

The relationships of the Branch with the elected officials of municipalities are more distant. The justification and extent of welfare services are, to a large degree, matters of opinion and controversy. There are many shades of opinion from those who would deny public financial aid to all but the most helpless persons, to those that would extend this aid to nearly every person who applies regardless of his responsibilities or obligations. Between the so-called "hard line" and the "bleeding hearts", there is every intermediate shade. Although there are exceptions, it seems that the more comprehensive the jurisdiction of a government, the more generous it is in the social service field. From this it can be inferred that, the smaller the municipality, the more restrictive it is in welfare.

Elected officials in many smaller municipalities tend to disapprove of the degree of welfare services they are expected to provide by legislation. As one rises in the scale of municipal population, the degree of disapproval or restrictive attitudes lessens. The Province is often in the position of defending its legislation and policies in the face of the inertia or criticism of municipal councils, or attempting to persuade elected municipal bodies to extend their welfare service programmes. The municipalities are more or less agreeable or reluctant, depending upon a host of circumstances. Many municipal officials argue that public welfare is not properly a municipal responsibility and, further, that municipal revenues, being derived almost wholly from real property tax, are insufficient for welfare service programmes and should not be spent on that type of activity. When welfare service costs increase notably as in a period of high unemployment, some municipal councils are quick to cut back on expenditures and adopt whatever restrictive practices are legally permissible. In the best of times, one can expect only a moderate progress in most municipal welfare services, however progressive the welfare administrator may be.

In practice, the Province exercises little direct administrative authority over municipal welfare services. The Director acts more as an advisor, consultant and promoter than as a supervisor. One essential and effective mark of a supervisor is that he has a power to discipline staff by a system of rewards and punishments. The Province does not exercise such direct power over municipal welfare staff. The Director does have some official powers to influence municipal actions such as by refusing claims for subsidy or by paying persons directly over the head of the municipality. These powers can only be exercised negatively where the municipality is contravening the Act or regulations. Senior staff of the Department have considerable unofficial influence insofar as their advice and recommendations are respected by the appointed and elected officials of municipalities.

Until recent years, it had been the practice of the Department to disassociate itself from responsibility for the actual facilities, means and methods of municipal welfare administration. The Department has found that it cannot escape criticism for municipal actions by such disassociation. A long tradition of non-intervention and non-interference has established a strong sense of independence and autonomy in the municipalities. The Department in general, and the Director in particular, must proceed chiefly by tactful persuasion unless the law is being obviously disobeyed or ignored.

Short of legislative mandate, the implementation of innovative programmes can be secured only by full municipal co-operation.

What Assistance is Available?

There are four classes of assistance available under *The General Welfare Assistance Act* and they are identified as follows:

- (a) general assistance;
- (b) special assistance;

- (c) supplementary aid; and
- (d) incentive allowances.
- (a) *General Assistance* is an allowance paid to a person in need in an amount by which the recipient's budgetary requirements determined in a prescribed manner exceed his income also determined in a prescribed way.

In the case of an unattached recipient, the current maximum monthly amounts payable are contained in Table 1.

Item	Amount	
Food, Clothing and Personal Requirements	\$ 50	
Shelter	47	
Household Supplies	8	TABLE 1
Utilities	10	
Total	\$115	

The amounts listed above reflect an upward change of \$10 in April, 1970. In some instances, assistance for household supplies and utilities is not given.

- (b) *Special Assistance* is an allowance paid to a person in need to cover particular needs such as physician-prescribed drugs, dental services, optical services, vocational training and retraining, transportation, moving and "any other special item or service authorized by the Director."
- (c) *Supplementary Aid* is an allowance paid to a person in need who is already a recipient of certain specified governmental benefits to meet the cost of his shelter or to provide for extraordinary needs. The Province will reimburse the municipality 80% of the monthly amount paid, but the subsidy cannot exceed \$16.00 a month.
- (d) *Incentive Allowances* may be paid to or on behalf of persons participating in a "work activity project" who are already recipients of general assistance. A "work activity project" is defined as a project approved by the Minister of National Health and Welfare (Canada) and by the Ontario Cabinet, the purpose of which is to prepare for entry or return to employment, a person, who because of environmental, personal or family reasons has unusual difficulty in obtaining or holding employment or in improving, through participation in technical or vocational training programs or rehabilitation programs, his ability to obtain and hold employment.

In addition to the classes of assistance identified above, there are two further benefits to which recipient may be entitled: free medical insurance and free hospital insurance.

Reference has been made to a "person in need." A "person in need" is defined as a "person who, by reason of inability to obtain regular employment, lack of principal family provider, disability or old age, has budgetary requirements . . . that exceed his income . . ."

To determine whether a "person in need" is eligible for assistance, a welfare administrator is required to take into account the budgetary requirements of the applicant and any of his dependents and the liquid assets and income that are available; and where the person is unemployed but employable, be satisfied that the applicant or recipient is willing to undertake full-time, regular employment for which he is capable, is making reasonable efforts to secure such employment and that the unemployment is due to circumstances beyond the control of the applicant or recipient.

During recent years, numerous amendments have been made to *The General Welfare Assistance Act* and to the regulations made under its authority. Amendments are, of course, necessary to reflect changes in policy, programming, amounts of assistance and coverage. A statute and its regulations, as a matter of law, can withstand an infinite number of amendments. As a matter of form, however, a statute and its regulations undergoing frequent changes can eventually become "patchwork" documents which, for the reader who lacks expertise in legislative matters, are difficult to comprehend. We believe that *The General Welfare Assistance Act* and its regulations have reached this stage. Were it not for the recommendations in this Report, implementation of which would see a major redirection of the general welfare assistance programme as it relates to employability (thereby requiring extensive legislative change), we would certainly have urged an overhaul in form of the statute and its regulations.

CHAPTER III:

The People

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The People

Unattached and Employable

The focus of this report, according to our terms of reference, is on “unattached employable persons who are applicants for or recipients of general welfare assistance”. The term “unattached” refers to the fact that these are individual persons each claiming assistance for self alone, stating that he or she has no spouse, child or other relative financially dependent. This definition includes both sexes of all ages who are unmarried, or divorced, or separated by death or any other circumstance from wife or husband. The crucial point is that the person is “unattached” in having no one else dependent upon him or her for support.

These persons are also determined to be “employable” and this term presents some difficulty. It is not defined in the legislation; it is merely the counterpart of “unemployable” which is defined as inability “to engage in remunerative employment by reason of physical or mental disability”. The welfare administrator decides whether a person is “employable” and the label expresses the administrator’s judgment that the person is physically and mentally capable of engaging in remunerative employment. If there is doubt on this point, the person has both a right and an obligation, if required, to undergo a medical examination. The physician’s opinion is usually taken as definitive. Since everyone is categorized as “employable” if he is not definitely “unemployable”, the former term covers a wide range of persons with greatly varying capabilities for obtaining actual employment.

Generally speaking, an unattached employable adult (defined as a person 16 years of age or over) becomes eligible if he fulfils all of the following conditions:

1. He is in financial need as shown by a test of his liquid assets and income.
2. He is unable to find employment or any other source of income sufficient to meet this full financial need.
3. He is willing to undertake employment for which he is capable and is making reasonable efforts to secure such employment.

In these respects, no distinction is made between an employable “unattached” person and the head of a family.

There are some special provisions, however, which may admit some persons to "general assistance" and debar others.

The employable head of a family cannot qualify for general assistance if he is enrolled as a day student at any educational institution, but an employable unattached person can qualify when a student in an elementary or secondary school. The intention is to give the single person an opportunity to complete basic education.

The unattached employable person may be eligible in his own right for general assistance at age 16. However, if he is under 21 years of age and living with either one of his parents, he is not eligible for such aid (except indirectly, insofar as the parent may be eligible). The intention here is to avoid making eligible for welfare every youth under 21 living at home. Otherwise, this would make nearly every high school student eligible.

If a youth between 16 and 18 years of age leaves home and continues in elementary or secondary school or looks for employment, the welfare administrator has a discretion to declare him eligible or not eligible. The person is eligible unless all of the following conditions are met:

- (1) The parents offer to support the youth.
- (2) An appropriate assessment of the circumstances is made.
- (3) The welfare administrator concludes that it is in the best interests of the youth to accept parental support at home. This restriction is a recent innovation (June, 1971) made because of evidence and allegations that general assistance provided an easy and attractive facility for youths unjustifiably rejecting parental control and guidance.

The General Welfare Assistance Act is the legislative vehicle whereby the unattached employable person, who is in need chiefly due to unemployment, can obtain welfare assistance. While the provisions of the legislation may appear complex, the actual practice in the normal case can be basically simple. For a person actually in need, welfare assistance can be easily and quickly available. At the same time, both the honesty of the average man and the follow-up procedures of the welfare officials can ensure that relatively few obtain assistance for which they are not eligible.

It has not always been easy for employable unattached persons in need to get public aid. Historically, they have been the last group admitted to eligibility, and emotionally they are scarcely universally accepted yet as deserving recipients. In the Depression of the 1930's, single men were assisted only under the special condition that they go to work camps and hostels. When war in the 1940's ended acute unemployment, welfare services excluded all employable persons from benefits. In December 1957, the Government of Ontario once again began to grant assistance to the unemployed — both attached and unattached. Still, until a few years ago, it was common practice in many municipalities to terminate all assistance to single men in the spring and exclude them until fall or winter.

Beginning in 1967, these impediments gradually lessened and the unattached employable person is now commonly granted aid on the same footing as other applicants. This new liberality coincides with a large increase in unattached persons in the population and a high unemployment rate for this same group. Other related developments include an increase in transients travelling through the nation; the "generation gap" as expressed in different physical, emotional and intellectual ways; a certain "alienation" of some youth from the conventional customs, values and work patterns; and, to some measure, drug abuse.

The overall result has been a rapid growth in the number of unattached welfare recipients concomitant with increasingly quizzical attitudes on the part of the public. The growth is illustrated in Table 2.

TABLE 2

UNATTACHED EMPLOYABLE PERSONS ON GENERAL ASSISTANCE
IN ONTARIO AT MARCH 31st

Year	Number of Unattached Employable Recipients	Unattached Employable Recipients as a Percentage of the Caseload of Total Recipients of General Assistance	Unattached Employable Recipients as a Percentage of the Total Population of Ontario
1958	2,805	5.8	.04%
1961	6,248	6.7	.10
1964	5,638	5.7	.08
1966	4,314	4.7	.06
1968	9,215	7.9	.12
1969	7,375	6.3	.09
1970	8,964	6.2	.11
1971	19,371	9.2	.26

On August 31, 1971, there were 24,456 unattached employable recipients of general assistance, the high point for the year. The caseload declined in September, due probably to students returning to school, and declined again slightly in October.

Who Are They?

We attempted to obtain as much information as possible about the unattached employable recipient. Specifically, we were interested in their distribution according to sex, age, education, skills, family background, life style, duration on welfare, length of time unemployed, and geographical location. Unfortunately, we were unable to gather precise, universal data on all of these topics. This was due, in part, to lack of time, but chiefly because that information which is collected is not all stored in one place. Some of this data is dispersed in the case files of the numerous municipalities or other agencies such as Canada Manpower Centres. Certain

questions which would supply these answers are not asked of welfare recipients since they have no bearing on legal eligibility and some answers could be obtained only after intensive and lengthy studies.

Our findings are based on data from various sources.

Data Sources

We have already described in Chapter I the essential features of the "March Registration" and Metropolitan Toronto computerized data, and mentioned the Ottawa Welfare-Manpower Study.

In addition to the "March Registration", the Municipality of Metropolitan Toronto computerized caseload data and the Ottawa Welfare-Manpower Study, we were provided with statistical data obtained by the Department of Manpower and Immigration from a sample survey conducted in their centres across Canada during one week in June of 1970.

The June, 1970 Cross-Canada Client Survey was based upon clients seen by counsellors during the week of June 22nd to 26th. In compiling the data, at our request Canada Manpower excluded certain categories of clients including students seeking summer employment, persons already employed and those seeking only casual work. As a part of the survey, clients were asked whether or not they were recipients of welfare allowances. In the result, certain characteristics of those who were in receipt of welfare were measured and these may be compared to those of persons not on welfare.

Our Ottawa Welfare-Manpower Study

It was necessary in the Ottawa Welfare-Manpower Study to supply the Canada Manpower Centre with the identity of unattached employable welfare recipients. The list was compiled at the welfare office in the Regional Municipality of Ottawa-Carleton. The Canada Manpower Centre kept various items of information about their clients of which the following were seen as useful for our purposes:

- (a) age
- (b) sex
- (c) language
- (d) marital status
- (e) willingness to relocate
- (f) possession of driver's licence
- (g) availability of automobile for work
- (h) education
- (i) occupation
- (j) experience in primary occupation.

The Ottawa Canada Manpower Centre inventory of clients is organized into two categories. One, known as "active" contains those seeking work and maintaining contact with the centre within the preceding 60 days. A special report is produced with respect to those who have been active for 180 days or more. This report describes the referral and counselling activity concerning the client. The other category, known as "dormant" includes registrants who have not kept up contact with the centre during the preceding 60 days. The dormant segment does not contain names of people who had become inactive prior to September, 1970, the month when the computer system was initiated.

Questions Posed

1. What is the characteristic profile of the unattached employable welfare recipient registered at the Canada Manpower Centre?
2. How does his profile compare to that of other registrants?
3. Is there any difference in the nature or degree of the centre's services delivered to "hard-to-place" registrants as between those who are and who are not welfare recipients?

In order to answer these questions, the following data was generated:

1. The profile of the recipients studied both from the active and dormant categories.
2. The profile of a 1 in 10 random sample of registrants both from the active and dormant categories.
3. The special reports relating to members of both the welfare and non-welfare types whose cases had been active for 180 days or more.

The People Studied

A: Unattached Employable Welfare Recipients

By actual count, we found that there were 618 unattached employable recipients of general assistance on the "regular payroll" as of November 30, 1971, the effective date. These do not include those who were on the "emergency payroll", that is who received assistance during the month generally for less than two weeks. It is, however, possible that such recipients might have received temporary assistance in more than one month.

Of the 618, files relating to 56 recipients were in circulation internally and not readily available at the time the information was extracted. Accordingly, the study was based upon a total of 562 persons which, for all intents and statistical purposes, represents the total caseload on "regular payroll".

Since it was possible that some recipients would not be registered at the Canada Manpower Centre, it was not expected to find data on all these people. Still, at the welfare office we did note each recipient's sex, age and relative time on assistance. It was originally anticipated from what we were officially told by that municipality that 20 percent of the 562 would not be registered at the Canada Manpower Centre. This group was said to be comprised of those who had not been directed so to register because welfare officials felt them to be of marginal employability. It was expected that all others would be registered. Both welfare and Canada Manpower officials were convinced that all of these registrations would be found at the Canada Manpower Centre studied, if they were registered at all.

Such selective direction for registration raises provocative questions. A decision as to employability or non-employability lies essentially within the discretion of the welfare administrator. Once having determined that a person is employable, the legal condition of requiring "reasonable efforts" to secure employment becomes operative. The practice and effect of registration at a Canada Manpower Centre are discussed in Chapter IV of this report. It is our understanding that the Department of Social and Family Services is of the view that employable recipients of general assistance are expected to register at a Canada Manpower Centre. In the municipality studied, the welfare administration stated that it did not refer 1 in 5 unattached employable welfare recipients to Canada Manpower.

There must be a reason or reasons for the position taken.

If this 1 in 5 is actually "employable" — albeit even marginally so — he should be referred to Canada Manpower which is, of course, the largest employment placement service. Is it possible that welfare officials have decided that Canada Manpower cannot be of service to these people? Was it ever intended that a welfare official should make the decision whether there is a place for such an individual in the labour market? We do not think so. "Employability" must not be confused with "marketability". A welfare administrator should not dismiss any potential avenue of employment no matter how remote he judges that avenue to be nor, indeed, how remote it may be, for an individual whom he has labelled "employable". Moreover, Canada Manpower is not only an employment placement service, but offers a complex system of training and retraining programmes. Even if it is only a remote possibility, there might be such a programme which would help the individual, and that possibility should not be discounted.

If, on the other hand, this 1 in 5 is actually "unemployable", why is he not so categorized? It is unfair to place a recipient in the position of legally being required to make "reasonable efforts" to obtain employment under these circumstances. Perhaps the difficulty lies with the law itself. By legislation, an "unemployable person" is defined as one who "is certified by a duly qualified medical practitioner as being unable to engage in remunerative employment by reason of physical or mental disability". A similar definition appears in the statutory regulations, the

only difference being that no medical certificate is required. Such being the case, there is no room for determining that a person is unemployable in the absence of the requisite degree of "physical or mental disability". If, in fact, this definition is too restrictive, the welfare administrator is placed in an unfortunate position. On occasion, he will have to conclude, according to the law, that a person is "employable" when he recognizes and most would concede that, for all intents and purposes, the person has not the slightest chance of being hired by any employer. This may be seen as justification for a welfare administrator interpreting the legal requirement that such a person make "reasonable efforts" to obtain employment as being little or no effort. Should the current legal interpretation relating to employability harbour the problem, then the law should be amended.

We are concerned that statistics emanating from the current system could paint a distorted picture of the employability of Ontario's welfare recipients.

We do not know how extensive the practice of exemption from registration with Canada Manpower is, since time has precluded us from undertaking similar research in other areas of the Province. We do believe, however, that registration at a Canada Manpower Centre should be the *sine qua non* of making "reasonable efforts".

WE RECOMMEND THAT EVERY EMPLOYABLE RECIPIENT OF GENERAL ASSISTANCE BE REQUIRED TO REGISTER AT A CANADA MANPOWER CENTRE.

This recommendation should be administered flexible until such time as the "employable" category more closely represents persons who are employable in the competitive sense and not merely "potentially" employable. We address ourselves to a redefinition in Chapter XII.

B: Comparison Group

A random sample comprising 10 percent of the unattached registrants at the Ottawa Canada Manpower Centre was chosen for comparison with the welfare group studied. This sample did not exclude employed people.

The cases in the active category were considered to represent those who were, in effect, competing with the studied welfare recipients for employment in the Ottawa area.

Findings

Of the 562 welfare recipients studied, 17 percent were in the active category at the Ottawa Manpower Centre. Another 41 percent were found in the dormant category. This means that a total of 58 percent of the welfare recipients studied had registered at Canada Manpower in the past 15 months.

We were told to expect that 20 percent would not be registered, because no effort was made to refer them: the welfare office claimed that 80 percent were

known to be registered. There is every reason to suspect that this 20 percent would be less employable, generally older and lesser educated, some with special problems. However, the fact that more than double that number were missing raises a number of critical issues. We were assured by Canada Manpower that the chances of any significant number being deleted through recording problems in the study itself or in their system was investigated and discounted.

One possible explanation for the low level of registration is that some recipients, although referred to Canada Manpower, did not go there. Such could be interpreted as an unwillingness to seek work; or a feeling of hopelessness in making such attempt; or a choosing of other techniques of seeking work such as through private agencies, want ads in newspapers, friends and direct solicitation of employers.

A further possibility is that unregistered recipients did attend at Canada Manpower but, for some reason, Canada Manpower did not register them.

Another possibility is that the municipality's estimate of an 80 percent referral level was high. Indeed, we cannot even safely say that the referral rate reached 58 percent. Some will have registered at Canada Manpower before applying for welfare. Others may have registered there in the absence of referral by welfare staff.

Under the current active-dormant dichotomy, even if the Ottawa Manpower Centre had an overwhelming surplus of job orders to fill, 83 out of every 100 unattached welfare recipients would not even be in the running.

All of the foregoing raises a serious doubt whether the welfare office takes Canada Manpower seriously: or whether Canada Manpower takes welfare recipients seriously. Certainly, the figures do not demonstrate that an individual who does not register at Canada Manpower is placing his assistance in jeopardy.

We have recommended that all employable welfare recipients be required to register for placement with Canada Manpower. In view of our experience, we also deem it advisable that there should be verification that the registration has been made and that, as long as welfare assistance continues, the registrant's file remain "active". At present, there is an arrangement between Canada Manpower and the Department of Social and Family Services whereby a municipality can send a "Request for Information" (Appendix C) to the local Canada Manpower office to ascertain the necessary facts. Since such is not prescribed by statute, all municipalities do not use this form in all cases. We suggest that it should be so used. When the recipient's registration becomes "dormant" for any reason, Canada Manpower should inform the welfare office.

We have considered the possibility that, since the "Request for Information" labels the person as a "welfare recipient" in the eyes of Canada Manpower job counsellors, they might be prejudiced against him in job referrals. We can find no evidence that this is so and the statistical data supplied by Canada Manpower indicates a negligible difference between the service to recipients and to others.

We have found that generally municipal welfare administrators do not know enough about Canada Manpower procedures to understand the recipient's relation to that agency and the same could be said regarding the lack of understanding of welfare requirements by Canada Manpower officials. The two offices in the one community may operate in mutual ignorance, if not antagonism. The senior administrators in both organizations should take positive steps to promote co-operative understanding and action on the local scene.

WE RECOMMEND THAT THE PRESENT METHOD OF VERIFICATION OF THE REGISTRATION STATUS OF THE WELFARE RECIPIENT AT THE CANADA MANPOWER CENTRE BE CONTINUED BY ARRANGEMENT BETWEEN LOCAL CANADA MANPOWER AND MUNICIPAL WELFARE OFFICES. THE WELFARE OFFICE SHOULD USE THIS VERIFICATION METHOD UNIVERSALLY, AND THE SENIOR ADMINISTRATION OF CANADA MANPOWER AND OF THE DEPARTMENT OF SOCIAL AND FAMILY SERVICES SHOULD TAKE DEFINITE STEPS TO ENSURE THAT THE LOCAL OFFICES OF THE TWO SYSTEMS EACH UNDERSTAND THE METHODS AND REQUIREMENTS OF THE OTHER AND ACT IN COORDINATION.

The liaison between Canada Manpower and Provincial-municipal welfare services should extend to consistency of terminology, of data accumulation and of other activities that will lead to an exchange of useful information about the one group of persons served by both systems. The welfare office should be able to inform the job placement agency of a person's readiness for employment assessment and his success in obtaining employment to which he is referred, while the Canada Manpower Centre should inform the welfare authorities of the need for and the success of pre-employment counselling and other supportive measures. If a person is to be successfully habilitated or rehabilitated from social and personal problems and employment problems by two organizations, these organizations must work in concert, on the same terms, and with continuing feedback of information.

WE RECOMMEND THAT CANADA MANPOWER, THE DEPARTMENT OF SOCIAL AND FAMILY SERVICES AND THE MUNICIPAL WELFARE ADMINISTRATIONS FORMULATE COMPLEMENTARY SYSTEMS OF DATA ACCUMULATION FOR THE EXCHANGE OF USEFUL INFORMATION ABOUT EMPLOYABLE WELFARE RECIPIENTS.

Who Did Not Register?

The age distribution of the 42% who did not register may be deduced given the distributions of the total group of 562 welfare recipients and that of the 58% who were registered at Canada Manpower.

The age and education characteristics of the welfare recipients studied who

were not registrants is shown in Table 3.

TABLE 3
AGE DISTRIBUTION

Age	Registrants	Non-Registrants	Total
16 - 19	16.5%	14.4%	15.7%
20 - 24	25.0%	20.5%	23.1%
25 - 39	30.0%	19.6%	25.8%
40 and over	28.5%	45.5%	35.4%

As can be seen by the age distribution in Table 3 the non-registrants were older than the ones who registered. This tends to confirm what we expected based upon what we were told by the welfare administration. Table 4 demonstrates, in retrospect, the likelihood of an individual registering by his age group.

TABLE 4
FREQUENCY OF REGISTRATION BY AGE GROUPS

Age	Registering	Non-Registering	Total
16 - 19	62.5%	37.5%	100%
20 - 24	63.8%	36.2%	100%
25 - 39	69.0%	31.0%	100%
40 and over	47.8%	52.2%	100%

The educational level of the non-registrants can also be deduced, since a sample survey conducted by the staff of the Municipal Welfare Administration of Ottawa-Carleton in November, 1971 was made available to us. Their sample consisted of more than 60% of the unattached employable welfare recipients on the rolls at that time.

Proceeding on the basis that this sample survey of educational level was made using as subjects substantially the same group as our study, the distribution of educational level of the non-registrants has been readily deduced in Table 5.

TABLE 5
EDUCATIONAL LEVEL OF NON-REGISTRANTS

Education (Grade Level)	Ottawa Welfare Staff Survey Group	Registrants in Ottawa Welfare- Manpower Study	Non-Registrants (By Deduction)
8 or less	42%	33.3%	54.0%
9 - 10	34%	33.0%	35.2%
11 and more	24%	33.7%	10.8%

The educational level of those not registered at Canada Manpower appears to be much lower than that of those who were registered.

This finding supports the expectation that those not registered would have a lower educational level. This is true, no matter the reason for non-registration.

We conclude that those in the non-registrant group are older and have a lower educational level than registrants.

Who Registered?

The unattached employable welfare recipients registered at Canada Manpower exhibited the characteristics outlined in Tables 6 to 14 inclusive.

CHARACTERISTICS OF RECIPIENTS REGISTERED AT CANADA MANPOWER

	Age	Distribution
TABLE 6	16 - 19	16.5%
	20 - 24	25.0%
	25 - 39	30.0%
	40 and over	28.5%

	Sex	Distribution
TABLE 7	male	78.0%
	female	22.0%

	Marital Status	Distribution
TABLE 8	single	78.0%
	widowed	3.6%
	divorced/separated	18.4%

	Expression of Willingness to Relocate	
TABLE 9	Yes	49%
	No	51%

	Languages Spoken*	
TABLE 10	English	96.4%
	French	36.6%
	Other	4.8%

*The total exceed 100% since some are bilingual.

**CHARACTERISTICS OF RECIPIENTS REGISTERED AT
CANADA MANPOWER (continued)**

	Education (Grade Level)	Distribution
TABLE 11	8 or less	33.3%
	9 - 10	33.0%
	11 - 13	22.5%
	More than 13	11.2%

	Occupation	Distribution
TABLE 12	Professional, Technical and Managerial	5.4%
	Clerical and Sales	36.0%
	Processing, Machine and Construction	14.5%
	Service	24.6%
	Other	19.5%

	Experience in Occupation (Years)	Distribution
TABLE 13	Less than 1	37.6%
	1 but less than 2	16.5%
	2 but less than 4	13.5%
	4 or more	35.4%

	Car Available For Work	
TABLE 14	Possession of	15.0%
	Driver's Licence	38.0%

In viewing these tables, it must be remembered that the measurements describes those in Ottawa who were on the registration files of Canada Manpower.

The Job Competition

The comparison of the characteristics of the welfare recipients with those of non-welfare registrants in the active category at the Manpower Centre discloses some significant differences. (Some welfare recipients may have been included in the sample of "non-welfare registrants" but, for statistical purposes, the number is of no significance.)

The welfare recipient is older than his non-welfare counterpart at the Canada Manpower Centre. Of the former, 41.5% were under the age of 25 years whereas 74.1% of the latter were under 25 years of age. A percentage of 28.5% of the welfare group were 40 or over, while only 9.4% of the non-welfare group were 40 years of age or over. There was also a difference in the average age of the two groups: welfare being 32 years; non-welfare, 25 years of age.

The registrant who was in receipt of welfare was less educated than the registrant not in receipt of welfare. On the welfare side, 33.3% had grade 8 education or less and 33.7% had grade 11 or more. This compares in respect to the non-welfare job-seeker to 11.3% and 63.0% respectively. The average grade level attained by registrants on welfare rolls was 9.7 in comparison to 11.8 for the non-welfare people.

There was a slightly greater proportion of males in the welfare group (78% in comparison to 73%).

Welfare recipients were more often divorced or separated. They also had longer experience records in their occupation. These differences are largely explained by the differences in the age profile.

Languages spoken and willingness to relocate were similar for both groups. Among the recipients only 38 per cent possessed a driver's licence and 15 per cent had the use of a car for work. However, for other registrants, 58 per cent possessed a driver's licence and 25 per cent had a car available.

The implication of these findings is that the unattached welfare recipient has, along the educational dimension, a profile which indicates a lesser competitiveness in the job market in comparison to the non-welfare registrant who is also actively seeking work. This implication is even stronger when one considers that those who actually registered at Canada Manpower appear to be the "cream of the crop" of unattached employable welfare recipients.

The Active and the Dormant

Those welfare recipients who are actively registered have a different profile than those whose files have become dormant. Reference should be made to Tables 15, 16 and 17.

COMPARISON OF RECIPIENTS REGISTERED AT THE OTTAWA CANADA MANPOWER CENTRE BY ACTIVE AND DORMANT CATEGORIES

TABLE 15

Age	Active	Dormant
16 - 24	44.7%	39.8%
25 - 39	37.2%	27.6%
Over 40	18.1%	32.6%
Mean Age (years)	29.3	33.1

TABLE 16

Education (Grade Level)	Active	Dormant
8 or less	19.1%	38.9%
9 - 10	28.7%	34.8%
11 or more	52.2%	26.3%
Mean Grade (years)	11.2	9.1

TABLE 17

Occupation	Active	Dormant
Professional, Technical and Managerial	14.9%	1.7%
Clerical and Sales	43.6%	33.1%
Processing, Machine and Construction	13.8%	14.6%
Service	8.5%	31.0%
Other	19.2%	19.7%

The active category is younger, better educated and competing in occupational groupings requiring a higher general level of skill and education. Although the active group is younger, there is only a minor difference in the length of work experience between the two groups. As explained by age differences, the recipients on the dormant side also exhibit a greater incidence of divorce and separation.

For occupational interpretation, the first three classifications in Table 17 can be considered higher in education and skill requirements in comparison to the "Service" classification. Recipients on the active side are much more populous in the first three classifications than those on the dormant side.

These findings should be interpreted with caution. Being "dormant" at Canada Manpower does not necessarily mean that the person is not making efforts to secure employment. However, the fact that he is no longer "active" in the Canada Manpower sense and has a poorer general profile — particularly in education — may imply that he is no longer actually seeking work.

The Consistently Active

Some 16% of the recipients on the active side and 8% of all registrants on the active side have actually been actively registered for 180 days or longer. Because of the small number in this category, conclusive interpretations are not possible. Nonetheless, from the special 180-day Manpower report, it appears that there is little or no difference in the referral and counselling services delivered to the two groups.

Towards a Provincial Projection

The findings presented in the Ottawa study are based upon concrete statistics. The comparisons have been checked to verify that differences are statistically significant within a 95% confidence level. Yet, because of the peculiarities and uniqueness of the Ottawa area regarding occupational and industrial mix, and because of the large percentage of those who were not included in the study as a result of their non-registration at Canada Manpower, it is not justifiable to generalize the specific numerical values of these data across the Province. Nonetheless, the patterns observed may be generalized.

It has been necessary to compare the Ottawa data with that in other studies to determine if it was generally supported in other areas of the Province.

Of particular interest was the Cross-Canada Client Survey undertaken by Canada Manpower in June of 1970 which, unfortunately, is not comparable to ours in all respects. Nevertheless, the "Client Survey" is useful in that the differences between welfare and non-welfare clients in the study itself bear out the basic conclusions made from the Ottawa Welfare-Manpower Study. Although numbers from both studies cannot be counterposed, the types of relative differences as between welfare and non-welfare clients reasonably can.

The results of the June, 1970 Manpower Client Survey are presented in Tables 18, 19 and 20.

CANADA MANPOWER CLIENT SURVEY JUNE, 1970 (ONTARIO DATA)

AGE OF UNATTACHED CLIENTS BY WELFARE STATUS

TABLE 18

Age	Welfare	Non-Welfare
Under 25	57%	69%
25 - 39	27%	19%
40 and over	16%	12%

EDUCATION OF ALL CLIENTS BY WELFARE STATUS

TABLE 19

Education (Grade Level)	Welfare	Non-Welfare
Less than 5	5%	2%
5 - 9	49%	37%
10 - 12	41%	54%
More than 12	5%	7%

TIME SINCE LAST JOB OF ALL CLIENTS BY WELFARE STATUS

TABLE 20

Time Since Last Job	Welfare	Non-Welfare
Under 4 months	47%	65%
4 - 6 months	23%	11%
Over 7 months	30%	24%

This comparison of age distributions of unattached welfare and unattached non-welfare persons revealed that welfare recipients tended to be older. Some 57% of welfare recipients were under the age of 25, where 69% of the non-welfare people were under 25 years of age.

Regarding the years of schooling completed, the information embraces both unattached and attached welfare recipients. Welfare recipients had a lower level of schooling than those not on welfare. For example, 54% of welfare recipients compared to 39% of non-recipients had 9 or less years of schooling.

Welfare recipients, attached and unattached, had experienced a greater time lapse since their last job than those not on welfare. For example, 53% of the former group as opposed to 35% of the latter had a 4-month or greater time lapse since their last job.

A greater proportion of the welfare group (18%) had training under Canada Manpower Training Programme as compared to the others (8%).

According to Manpower counsellors' judgments, the welfare clients had a poorer chance of being placed in a job than did the non-welfare clients. Table 21 illustrates this point in further detail. Only 30% on the welfare side, compared to 47% for non-welfare clients were expected to be placed "fairly quickly".

TABLE 21
COUNSELLOR EXPECTATION OF PLACEMENT BY
WELFARE STATUS

	Welfare	Non-Welfare
Do not expect to place quickly		
Expect to place fairly quickly	30%	47%
Because of:		
(1) Personal characteristics	10%	4%
(2) Labour market conditions	32%	32%
(3) Combination of (1) and (2)	20%	10%
(4) Other *	8%	7%

* primarily related to family characteristics

These conclusions support the fundamental findings of the Ottawa Welfare-Manpower Study. Restating that the actual figures cannot be compared, we are confident that the basic relationships provide a basis for making Province-wide conclusions.

Both of these studies demonstrate that the unattached welfare recipient is older, less educated, less likely to be placed in a job than the unattached job-seeker who is not in receipt of welfare.

Provincial Profile

From the studies already set forth and from other information available to us, we attempt here to build a profile of the unattached employable recipient of general assistance in Ontario. Some of the characteristics are easily measured, being based upon absolute numbers on a Province-wide basis. Certain characteristics we project from data relating to a smaller model. Other characteristics, while we have some data with respect to them, are not defensibly capable of projection from the existing data. Still other factors are known only through our experience from individual cases and, accordingly, we are unable even to guess whether the incidence is such that it would appear in the profile.

(a) Sex

Over the past year, there have been between 14,000 and 24,000 unattached employable persons receiving general assistance each month. Approximately 25% of these persons are women; 75% are men. This ratio appears to have prevailed over the past two years.

(b) Age

As mentioned, the unattached employable persons may qualify for general assistance as early as 16 years of age. Although precise information is unavailable as to the age distribution of the total number of recipients across the Province, we have in Table 22 extrapolated from the data at hand, particularly from a survey of the Metropolitan Toronto caseload which accounts for approximately one-third of the Provincial total.

TABLE 22
ESTIMATED AGE DISTRIBUTION OF UNATTACHED
EMPLOYABLE RECIPIENTS AS OF NOVEMBER 30, 1971

Age Group	Male	Female	Total	% of Total
16 to 19 years	3,630	1,210	4,840	22%
20 to 24 years	3,960	1,320	5,280	24%
25 to 39 years	4,460	1,480	5,940	27%
40 years and over	4,460	1,480	5,940	27%
Total	16,510	5,490	22,000	100%

It is apparent that approximately 46% of the total recipients in the unattached employable category are under 25 years of age. This fact is not particularly sur-

prising in view of the comparative youth of the general population of Ontario. In Table 23, the total number of unattached persons in the population has been divided into the four age groups. The number of welfare recipients of a corresponding age are calculated as a percentage of each age group.

TABLE 23
RECIPIENTS AS A PERCENTAGE OF
TOTAL UNATTACHED POPULATION BY AGE GROUP

Age Group	% of Recipients in Each Age Group	Recipients as a % of Total Unattached Population in Each Age Group*
16 to 19 years	22.0%	1.0%
20 to 24 years	24.0%	1.6%
25 to 39 years	27.0%	2.9%
40 years and over	27.0%	1.0%

*It should, of course, be taken into account that persons who are under 21 years of age and employable are not eligible for general assistance when living with a parent, but included as "unattached population" for the purposes of this table. The same holds true for those taking full-time day courses at the post-secondary level.

For instance, recipients 16 to 19 years of age comprise about 1% of the total of unattached Ontario residents in this age range. Table 23 illustrates that the percentage of young people who are welfare recipients is no higher than the percentage of people of other ages.

We should note also that the person who is unemployed tends to be younger. A recent Labour Force Survey by Canada Manpower estimated that in Ontario 46.2% of the unemployed were under age 25. This corresponds closely with the illustration in Tables 22 and 23 that 46% of the unattached employable welfare recipients are less than 25 years of age. The Canada Manpower Client-Survey (June, 1970) indicates that among unattached non-welfare clients actually registered as unemployed with them, 69% were under 25: see Table 18. (The difference between the two percentages cited can be explained on the supposition that among the unemployed, the younger person is more likely to register at Canada Manpower.)

The conclusions we can draw from this information are that "youth" is not over-represented on the welfare rolls if we consider the number of young people in the general population, nor is "youth" over-represented if we consider the number of young people who are unemployed. The tendency is, in fact, for youth to be under-represented in both comparisons.

This is to regard the matter from a purely statistical viewpoint. Many observers may find it disturbing that so many young people do have to find support on

the welfare rolls. Ten thousand persons per month, who are under 25 years of age, are recipients and, since case turnover is rapid, this may mean that some fifty thousand or more in this age group receive general assistance in the course of a year. The personal and social effects of introducing young people to public assistance at an early age are unassessed, but they are hardly likely to be salutary.

(c) Education

The unattached employable recipient has a lower educational level in comparison to the unemployed or the job-seeker. His educational background is undoubtedly significantly poorer than that of the general population.

Given that educational achievement is widely used as a prerequisite for consideration in respect of obtaining employment and entrance to training programmes by many employers and agencies, his poor educational record presents a serious stumbling block to his employment opportunities.

(d) Work Experience

The unattached recipient is competing for employment primarily in occupations characterized as unskilled and semi-skilled. These types of occupations are those which offer the least growth in job opportunities.

Consequently, it is not surprising that the welfare recipient's likelihood of being placed in a job fairly quickly is comparatively low.

Since these recipients, on the average, were older, they had no longer work experience than other job-seekers. Yet, they had been out of work for a longer period. We can only conclude that their experience record was not a saving grace.

(e) Other Characteristics

General assistance is intended to be a short-term form of aid, given in an emergency, or for a few weeks or months at most. In that context, welfare workers would consider a "long-term" case to be one where assistance is issued continuously for six months or more.

The long-term cases are expected to be people chiefly with dependants, some physical or psychical problems, few skills, and a generally impaired capacity for work. It is noteworthy to find that in our study of the total Ottawa caseload that 25.7% of the unattached employable recipients had been receiving assistance for over six months. The breakdown of the caseload may be seen in Table 24.

TABLE 24
PERIOD ON WELFARE OF UNATTACHED
EMPLOYABLE RECIPIENTS IN OTTAWA

Duration of Assistance	By Percentage of Caseload
Less than 1 month	52.6%
1 to 3 months	9.4%
3 to 6 months	12.3%
More than 6 months	25.7%

It must be remembered that large-scale unemployment has persisted over the past two years. It has been possible for a person to remain involuntarily unemployed over a lengthy period.

The unattached employable recipient may also have incapacities for work that render him, in fact, only marginally employable. These may include — in addition to medical problems — a criminal record, lack of union membership, poor education, lack of skill training, lack of experience, or lack of the ability for self-assertion and projection.

The possibility that these long-term “employables” are pinned with the wrong label cannot be ignored. The Brant County Department of Social Services stated to the Task Force:

We recently set up a small “Special Cases Unit” to work with employable recipients who had been on our roles (sic) for six months or more. We soon discovered that we had to reclassify many of these recipients as unemployable. In some cases we did so because medicals, which had proved unnecessary before, indicated problems we were not aware of. In other cases, it became apparent that our workers had simply not evaluated the case properly . . . We recently studied our entire caseload of unattached employables (119 cases). We promptly reclassified 28 of them as unemployable . . . Our agency uses a caseload system where we try to see every employable person every six weeks. If we are unable to classify our clients properly, how inaccurate must the statistics be of other agencies with heavier caseloads?

A review of all long-term employable cases would seem in order in all municipalities.

In further comparison of welfare and non-welfare registrants at the Ottawa Canada Manpower Centre, we found that welfare recipients were more often “unattached” due to divorce or separation. That finding is consistent with marginal employability, since marital discord and family disruption are almost universally recognized as factors contributing to difficulty in seeking and holding employment.

These conclusions support the fundamental findings of the Ottawa Welfare-Manpower Study. Restating that the actual figures cannot be compared, we are confident that the basic relationships provide a basis for making Province-wide conclusions.

In Ottawa, lack of access to an automobile would appear to constitute an impediment to employment. No differential respecting language was discernible between welfare and non-welfare groups.

(f) Geographical Distribution

There is a notable difference between the incidence of the total general assistance caseload in geographical areas and the incidence of recipients who are unattached and employable. This may be seen from the map (Figure 1) and Tables 25, 26 and 27.

FIGURE 1

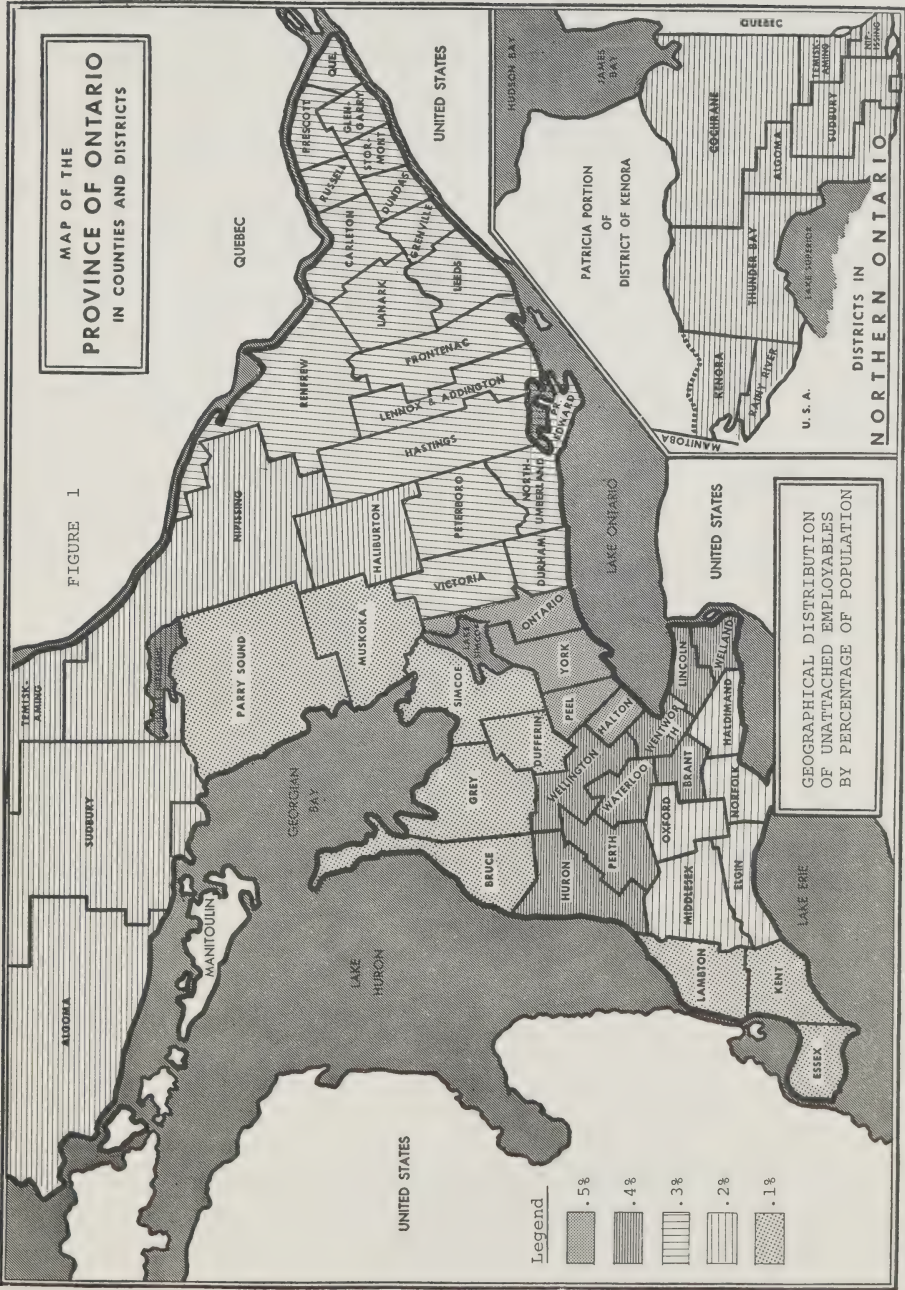


TABLE 25

**GEOGRAPHICAL DISTRIBUTION OF UNATTACHED EMPLOYABLE
RECIPIENTS OF GENERAL ASSISTANCE IN ONTARIO
AS OF AUGUST 31, 1971
RANKED BY PERCENTAGE OF POPULATION**

Economic Region*	Total General Assistance Beneficiaries **	% of Population	Unattached Employable Recipients			% of Population
			Male	Female	Total	
CENTRAL ONTARIO	78,712	2.9	10,316	2,493	12,809	.5
NIAGARA	19,884	2.4	2,234	691	2,925	.4
MID-WESTERN ONTARIO	7,992	1.1	1,546	406	1,952	.4
EASTERN ONTARIO	27,066	3.0	2,316	716	3,032	.3
LAKE ONTARIO	8,966	2.8	683	207	890	.3
LAKE ERIE	8,212	1.1	685	258	943	.2
NORTHEASTERN ONTARIO	10,889	2.3	666	151	817	.2
NORTHWESTERN ONTARIO	2,770	1.5	302	64	366	.2
LAKE ST. CLAIR	9,983	2.0	371	149	520	.1
GEORGIAN BAY	5,736	1.7	255	65	320	.1
	180,210	2.5	19,374	5,200	24,574	.3

* The major municipalities included in these Regions are listed in Table 27.

** Includes the actual recipient and his dependants.

TABLE 26

**GEOGRAPHICAL DISTRIBUTION OF UNATTACHED EMPLOYABLE
RECIPIENTS OF GENERAL ASSISTANCE IN ONTARIO
AS OF AUGUST 31, 1971
RANKED BY NUMBERS**

Economic Region*	Total General Assistance Beneficiaries **	% of Population	Unattached Employable Recipients			% of Population
			Male	Female	Total	
CENTRAL ONTARIO	78,712	2.9	10,316	2,493	12,809	.5
EASTERN ONTARIO	27,066	3.0	2,316	716	3,032	.3
NIAGARA	19,884	2.4	2,234	691	2,925	.4
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GEORGIAN BAY	5,736	1.7	255	65	320	.1
	<hr/> 180,210	<hr/> 2.5	<hr/> 19,374	<hr/> 5,200	<hr/> 24,574	<hr/> .3

* The major municipalities included in these Regions are listed in Table 27.

** Includes the actual recipient and his dependants.

TABLE 27

MAJOR MUNICIPALITIES OF THE "ECONOMIC REGIONS" IN TABLES

Economic Region	Major Municipalities Included
Central Ontario	Brampton, Chinguacousy Township, Halton County Unit, Metropolitan Toronto, Mississauga, Oshawa, Pickering Township, Whitby, and York (Regional Municipality)
Eastern Ontario	Brockville, Cornwall, Kingston, Ottawa-Carleton (Regional Municipality), Prescott and Russell County Unit, Stormont, Dundas and Glengarry County Unit
Georgian Bay	Barrie, Bruce County Unit, Grey-Owen Sound County Unit, Muskoka (District Municipality), Parry Sound District Ad. Board, Simcoe County Unit
Lake Erie	London, Oxford County Unit, St. Thomas
Lake Ontario	Hastings County Unit, Northumberland and Durham County Unit, Peterborough, Prince Edward County Unit, Victoria County Unit
Lake St. Clair	Chatham, Essex County Unit, Kent County Unit, Sarnia, Windsor
Mid-Western Ontario	Galt, Kitchener, Stratford, Waterloo, Wellington County Unit
Niagara	Brant County Unit, Hamilton, Niagara (Regional Municipality), Wentworth County Unit
Northeastern Ontario	Algoma District Ad. Board, Cochrane District Ad. Board, Nipissing District Ad. Board, North Bay, Sault Ste. Marie, Sudbury City, Sudbury District Ad. Board, Timmins
Northwestern Ontario	Rainy River District Ad. Board, Thunder Bay

The usual pattern repeated over many years has been that a comparatively greater percentage of the population received welfare assistance in Eastern Ontario — the area lying between Oshawa and the Quebec border — and in Northeastern Ontario. This is the less industrialized, more rural part of the Province.

In the industrialized area around the head of Lake Ontario, the "Golden Horseshoe" and in the prosperous industrial-agricultural area of Southwestern

Ontario, the *per capita* incidence of total welfare recipients has been comparatively less. With the exception of the Central Ontario Region, this pattern persists at the present time.

The incidence of employable unattached recipients follows a different pattern. As a percentage of population, it is higher in the "Golden Horseshoe" and in the adjoining area comprising Waterloo and Wellington Counties. Since the total population is higher in these areas also, it follows that the larger number of unattached employable recipients lives within 50 miles of the shoreline of Lake Ontario measuring from Oshawa to St. Catharines. In August, 1971, 17,686 of these recipients were in this belt, 72% of the Provincial total of 24,574 unattached employables. Fortunately, these people are in that part of the Province which, on the basis of quantity and quality of economic development, should offer the greatest number of job opportunities. We have to ask, nonetheless, whether there would not be work available for some of these people if they moved out of this south-central belt.

Here we should note that of the 34 cities in Ontario, all but 10 have at least 50 unattached employables on their welfare rolls and each of these 10 — all of which are relatively small — maintains at least a dozen of these people. This would seem to indicate that no urban area has seen all of its employable unattached welfare recipients absorbed into employment.

In surveying the geographical distribution of this group, we find no area that is particularly conspicuous for the small number of recipients in this category. The City of Sudbury and Sudbury District do appear to have the lowest incidence of employable recipients of any area of comparative population. During the visit of the Task Force to Sudbury, the story related to us both by representatives of the largest employers and of the labour unions was that the hiring of workers — carried on at an almost unprecedented rate during the summer of 1971 — had practically ceased and that layoffs were the order of the day.

We conclude that the distribution of employable recipients throughout the Province gives little encouragement, at the present time, for any plan for relocation of members of this group from one area to another in order to secure employment.

CHAPTER IV:

The People and the Programme

CHAPTER IV:

The People and the Programme

Application

No two local welfare offices use precisely the same methods or policies, but a common pattern of administration has evolved.

A person finding himself in need will visit or telephone the welfare office. Usually, he will be asked to come into the office to complete the prescribed documentation.

Unless there are emergency circumstances, an applicant for any class of assistance must complete a form known as "Application for Assistance" (Form 1), reprinted as Appendix B to this Report. Once having completed this form, the applicant is interviewed by a welfare worker who reviews the form with him and elicits certain additional information. At this time, the question of employment will generally arise and the welfare worker will determine what efforts, if any, the applicant has made, is making and intends to make to seek employment. Some preliminary discussion or counsel may occur at this stage.

An applicant may be asked to show proof that he is registered at a Canada Manpower Centre for work. If he is not so registered, he will usually be instructed to do so.

By agreement between the Department of Social and Family Services and the Department of Manpower and Immigration, a special form for general use has been devised known as "Request for Information", reprinted as Appendix C to this Report. This document is addressed to a local Canada Manpower Centre and is signed by the applicant or recipient authorizing the Canada Manpower Centre to release certain information to the welfare administrator. The form is sent to the Canada Manpower Centre and is designed so it will be returned to the welfare office immediately when the individual is not registered at the centre, or when he is placed in employment, or when he is referred to occupational training. The purpose of this exercise is, of course, to ensure that an applicant or recipient does not receive welfare benefits while neglecting all job-seeking efforts, while working and receiving wages, or while he is unavailable for work because of attendance at training courses.

There is also a form for the purpose of obtaining information about the person, sent to the Unemployment Insurance Commission. That form, also known as

"Request for Information" and reprinted as Appendix D to this Report, is also the result of an arrangement between the Department and the Federal Government agency. If the applicant is eligible for Unemployment Insurance benefits, or is receiving them, the amount of that entitlement is taken into account in determining the extent to which he is a "person in need." If he is eligible for Unemployment Insurance benefits, the information form is returned to the welfare office conveying that information. If he is not eligible, the request for information form is retained by the Unemployment Insurance Commission, and should the welfare applicant at any time in the future become eligible for benefits, his form is then returned to the welfare office annotated appropriately.

An applicant may claim to be unemployable due to illness and seek an exemption from the requirement that he make reasonable efforts to secure employment. In such case he may be instructed to visit a physician with a document known as a "Certificate of Physician," (Form 4), reprinted as Appendix E to this Report.

Home Visit

In all cases, in determining the eligibility of an applicant for general assistance, the welfare administrator must ensure that a visit is made to the home. The purpose of that visit is to inquire into the living conditions and financial circumstances of the applicant, his spouse and his dependants. At that time, the visiting welfare worker will prepare a document known as the "Record of Inquiry" (Form 2) which is reprinted as Appendix F to this Report. The "Record of Inquiry" embraces similar information as that required in the initial "Application for Assistance," but in more detail. It concludes with an affidavit of the applicant in which he swears to the truth of all information contained therein.

When the "Record of Inquiry" joins the "Application for Assistance" in the welfare office files, a determination will be made as to the person's continuing eligibility. Because the home visit normally occurs some days after the preliminary application is made, welfare administrators are empowered to give an applicant assistance to meet his needs until all the required records are complete. Some municipalities give immediate assistance — in varying amounts — as the normal practice if an apparent need is established upon first attendance at the welfare office.

Maintaining Eligibility

If, after all inquiries are completed, the applicant is adjudged eligible, he is usually issued a welfare assistance cheque covering two weeks of his entitlement. At the end of two weeks or a month, he is often required to mail in a statement of what income he has had in the month or state that he has had no income. This is, in a sense, an application for the next assistance cheque. In some municipalities, the recipient is required to visit the municipal office every two weeks or every month end — on "paydays" — to collect his cheque, sign forms and answer questions. In almost all municipalities, field workers visit the homes of recipients at varying intervals to see whether the person is still eligible, whether he needs further help, and generally to review the total situation of the recipient.

All municipalities have various methods of "checking up" on recipients, such as through home visits by field workers, visits of the recipient to the office (sometimes to collect each cheque, sometimes for an interview), the submission of mailed statements by the recipients, and the trading of information with other interested public agencies. These procedures serve to help and counsel the recipient, but usually the heaviest stress is placed upon investigating the recipient to ensure that he continues to be eligible for the help received.

The Employable Recipient

The employable recipient is the subject of fairly close scrutiny. The Department recommends to welfare offices a home visit once a month by a field worker; some municipalities have more frequent visits. Some require the man to submit (weekly or monthly) a list of employers he has attended in job-seeking. He is questioned in interviews both in his home and in the welfare office about his job-seeking efforts. He is definitely given the impression that the welfare authorities expect him to exert every effort to obtain work. At the same time, the municipality seeks to ensure that the man does not conceal the income he may be obtaining from working full-time or part-time.

As noted earlier, the regulations provide that an employable applicant or recipient is eligible for assistance only if the welfare administrator is satisfied that he is willing to undertake full-time, regular employment for which he is capable, is making reasonable efforts to secure such employment, and the unemployment is due to circumstances beyond his control.

Such a regulation calls for interpretation in practice, and the Director considers that he has the prerogative of interpretation, subject to the directions he may receive from his administrative superiors and subject to judicial decisions.

The current interpretation would seem to be that a person seek and accept any employment of which he is physically or mentally capable, whether or not that employment requires lesser skills and education than are possessed by the person and whether or not the employment offers less reward than the person usually receives or expects to receive. The rules of any organization or union which debar a member from accepting certain employment are not considered a valid excuse for refusing the employment. The recipient is not, however, required to seek or accept employment in any place where a labour-management dispute is in progress as in a strike or lock-out.

Welfare offices have been advised that if a person quits a job before applying for assistance, it is not, *ipso facto*, to be construed that his "unemployment is due to circumstances within the control of the person", thereby making him ineligible. Normally, a man with a fair work record who quits a job and later applies for assistance will be eligible. The position taken is based on the consideration that many persons quit jobs for sufficient reasons and that many resignations are not actually voluntary, but forced. However, where a person who has been on

assistance obtains a job and for no apparently sufficient reason quits within a short time, this may amount to evidence demonstrating that he is not making reasonable efforts to secure employment. Also, if a man has a record of work avoidance or there is sound evidence that he prefers welfare to work, he may be deemed ineligible for welfare.

The intention of including the clause "unemployment is due to circumstances beyond the control" was to exclude persons who declared that they were "persons in need" having an inability to obtain regular employment because they were students or were following some other non-paying activity such as being an "artist" or "poet". The clause was inserted to express the intention that an "inability" that is voluntarily prolonged does not meet the eligibility standards.

The regulations have not yet been interpreted by the Department as giving a municipality the right to demand that a person leave his home area to look for work elsewhere. If the welfare administrator knows of an employer within a reasonable distance who is hiring men, the single man might well be deemed ineligible for welfare assistance if he refused to apply to that employer. Where any person, single or the head of a family, can show that he is likely to get work in any place, the welfare administrator is empowered to, and usually does, provide the means of transportation. Detailed policy does not appear to have been developed in this matter of requiring a man to travel to find work.

There is some indication that municipalities are sensitive to the fact that sending applicants or recipients to look for work in other municipalities has too often been used as an excuse for "dumping" welfare cases into other municipalities. This "dumping", so often practised in the past, seems now to be regarded by most as unfair tactics, but no municipality evidences concern if a person comes into the municipality to begin employment in a definite job.

A single person or head of a family may remain on assistance as long as he is eligible: there is no time limit. Employable people seldom, however, remain on the rolls more than a few months. There is a significant turnover of cases — about 20% of the caseload leaves the rolls in any one month.

It is clearly in the best interests of all concerned if a recipient is able to remove himself from the welfare rolls and proceed to a position of independence and a more secure standard of living. In some cases, such a move is extremely difficult for the recipient who must succeed or fail by his own unassisted efforts. Together with their prime concern of assessing and enforcing eligibility for assistance, some welfare offices demonstrate attempts at counselling and rehabilitation of recipients.

The scope of the counselling services will be dependent upon many factors including the qualifications of the welfare administrator and his staff, the numbers of staff members relative to the caseload, the extent to which eligibility maintenance and policing are seen as the overriding features for allocation of resources, and the social awareness of the welfare administrator subject to the system within which he finds himself and the attitudes of the municipal council.

The Review Process

We have thought carefully, within the context of our Terms of Reference, whether and to what degree we should deal with the Board of Review. Taking up the various decisions which the welfare administrator must make, many of them involving matters of discretion, we have concluded that we are bound, in this Report, to carry the applicant or recipient through the entire process including that dealing with review and appeal.

At this time, we are in transitional period with respect to certain rights and duties within the administration of general welfare assistance and the review process. *The Civil Rights Statute Law Amendment Act, 1971*, an omnibus statute amends these rights and duties but has not, as yet, been proclaimed in force. In describing these rights and duties, the Task Force has assumed that this new statute will be proclaimed and, accordingly, we discuss what will be the situation thereunder.

Under the new system, the welfare administrator will have the power to refuse assistance where the applicant or recipient is not entitled to it; where he fails to provide to the welfare administrator the information required to determine his eligibility for assistance, or the amount for which he is eligible; or where any other ground for refusal exists. Where practicable, an administrator will be required to afford an applicant or recipient an opportunity to make submissions to show why he should not be refused assistance.

Any person affected by a decision of the administrator in respect of general assistance may, within 30 days after he receives notice of the decision, request that it be reviewed by the Board of Review. Upon such a request, he is entitled to a hearing by the Board.

The Board of Review is established under *The Family Benefits Act* and is composed of ten members, one of whom is chairman. The Board may sit at the places and times it considers most convenient for the proper discharge and speedy dispatch of its business. The Board will be empowered to extend the time for requesting a hearing at any time, where it is satisfied that there are *prima facie* grounds for claiming relief and there are reasonable grounds for applying for the extension.

When a request for a hearing is filed, the Board will be required to fix the time for, and hold a hearing to review the decision. The administrator, the aggrieved person, and such others as the Board may specify will be parties to the proceedings. All hearings of the Board are to be held *in camera*. The Board will be entitled to seek legal advice from an independent advisor and members will be free to consult at any time with other members of the Board. Other than seeking such advice and consultation, members of the Board will not be allowed to take part in any investigation or consideration of the subject matter of the hearing prior to it. Members will not be permitted to communicate about the case with any person, or party or his representative except upon notice to and opportunity for all parties to participate. The administrator will be allowed to make his submissions at the

hearing in writing, but the aggrieved person will be afforded an opportunity to examine before the hearing any such submission or any other written or documentary evidence or report that the administrator proposes to produce. The oral evidence at a hearing will have to be recorded in the form of notes or in such other manner as the members may direct, in which case copies of the transcript will, on request, have to be furnished. The findings of fact of the Board will have to be based exclusively on evidence admissible and facts of which notice may be taken according to certain rules of law. No member will be empowered to make any decision unless he was present throughout the hearing and heard the evidence and argument and, except with the consent of the parties, no decision of the Board will be given unless all members so present take part.

After a hearing, the Board may affirm the decision of the administrator, rescind it and direct him to make another decision which they consider proper, or refer the matter back to him for reconsideration. The administrator will be required to give effect to any directions given by the Board. The Board of Review will also be empowered, on application, to reconsider and vary and decisions made by it. Any party may appeal from a decision of the Board to the Supreme Court on a question that is not a question of fact alone. When any party appeals, the Board will be required to file with the Registrar of the Court the record of proceedings before it, which together with a transcript of the evidence, if any, will constitute the record in the appeal. The Minister of Social and Family Services will be entitled to be heard by counsel or otherwise. The Court may affirm the Board's decision, or may rescind it and refer the matter back to the Board or to the administrator to be disposed of in accordance with such directions as the Court considers proper. The Board or the administrator must give effect to any direction so given. Even though the aggrieved person has requested a hearing by the Board, or has appealed from its decision, the decision of the administrator or of the Board will stand until the matter reaches its final disposition by the Board or Court. Notwithstanding any decision of the administrator, the Board or the Court, a further application for assistance will be permissible upon new or other evidence or where material circumstances have changed. Proceedings before the Board of Review will, under the new legislative scheme, also be subject to the provisions of *The Statutory Powers Procedure Act, 1971*. In this statute, various civil rights relating to notice, representation by counsel or agent, calling and examining witnesses, cross-examining other witnesses, and other matters are embraced.

Apart from the foregoing, it is recognized by the Task Force that it is absolutely necessary that applicants for and recipients of general welfare assistance be apprised of their full rights in relation to the review process. In our visits to various centres in the Province we have gained the sense that many applicants and recipients do not know that the Board of Review exists.

We have a general observation which, although it may be artificial in nature, may have a far-reaching effect of an undesirable nature upon the review process itself. A number of circumstances, which taken individually might be considered positive or perhaps innocuous, in their cumulative effect, make the situation much

less than satisfactory. The legislation which required the establishment of the Board of Review came into force on March 28, 1968. The Board was planned to serve under three statutes: *The Family Benefits Act*, *The General Welfare Assistance Act* and *The Vocational Rehabilitation Services Act*. As a legislative device, the Board was appointed under and its powers, duties and procedures set forth in only *The Family Benefits Act*: its application under the two other statutes is incorporated in each case by statutory reference. Regulations containing further detail were made and published under *The Family Benefits Act*. In the intervening period, the 1970 Revision of Statutes was published. *The Civil Rights Statute Law Amendment Act, 1971*, taking into account a number of civil rights, amends — within its four corners — a host of statutes, amongst them the three Acts cited above, in part and in particular those provisions dealing with the Board of Review. Moreover, the Board of Review is a “tribunal” to which *The Statutory Powers Procedure Act, 1971*, applies. This last mentioned statute sets forth certain minimum procedures and guarantees which will apply to the Board. Some of these procedures are excepted by express provision in what will be the amended provisions of the three Acts under which the Board operates. To complicate matters further, *The Civil Rights Statute Law Amendment Act, 1971* and *The Statutory Powers Procedure Act, 1971*, while on the statute books, as already mentioned have not yet been proclaimed into force. The regulations dealing with the Board, made under *The Family Benefits Act*, have now been republished in the 1970 Revision of Regulations and many of the provisions thereunder are dealt with in terms of statute rather than regulation, under the umbrella of *The Civil Rights Statute Law Amendment, 1971*. It is clear that the existing regulations geared to the initial Board of Review legislation will have to be reshaped to accommodate the coming into force of the 1971 amendatory legislation. Some of the foregoing difficulties will, in the normal course of events, be overcome with time.

Few lawyers would have had occasion to deal with these statutes. Even those who might have to take a considerable amount of time simply to know what the state of the law governing the Board and its procedures is. Without legal training as matters now stand, the applicant or recipient has little going for him in being able to understand the review process.

WE RECOMMEND THAT EVERY REFUSAL AND TERMINATION OF GENERAL ASSISTANCE BE ACCOMPANIED OR FOLLOWED BY WRITTEN NOTICE, THE CONTENTS OF WHICH SHOULD INCLUDE A STATEMENT OF THE EXISTENCE OF THE BOARD OF REVIEW TOGETHER WITH A GUIDE IN SIMPLE TERMS OUTLINING THE METHOD OF APPLICATION TO, AND PROCEDURES FOLLOWED BY THE BOARD.

Furthermore, the current structure of the Review Board is such that it may be difficult for it to respond to the needs of those for whose benefit it was established. It is too highly-centralized and functions far too slowly.

Currently, the Chairman of the Board of Review may authorize one member to conduct the hearing and to report to the Board. A quorum is three. The new legislative scheme will require a quorum to be present at the hearing. This will,

of course, increase the time demands on members of the Board. It is our understanding that even now the Board is hard-pressed and, on occasion, fails to meet its time limit of 40 days. There is no doubt but that the structure of the Board of Review will have to change and, probably, there will have to be regional Boards of Review.

WE RECOMMEND THAT INDEPENDENT BOARDS OF REVIEW CAPABLE OF FUNCTIONING SWIFTLY BE ESTABLISHED ON A REGIONAL BASIS.

CHAPTER V:

Their Employment Capabilities

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We have considered the employment capabilities of unattached employable persons from two aspects: their personal qualifications and their motivation.

Personal Qualifications

In Chapter III we described, to the extent of the information available, the more measurable characteristics of this group. Once again, we remind the reader of our concern that our analysis has been based upon data fairly representative of the typical unattached employable recipient in Ontario. We found that the ratio was about 25% female to 75% male and this ratio prevailed generally over a period of years and for the various age groupings.

The recipient population is neither notably old nor young but, in regard to age, is a cross section of the total adult population. Some 75% had yet to reach their fortieth birthday; 48% were under 25 years. Since youth usually implies good health and both are assets in the job market, the capabilities for future employment of these recipients should be high.

The lower level of education and vocational skills tends to place this group at a disadvantage in the competition for jobs. Only 33.6% had attained Grade 11 which is near the lowest point at which schooling begins to count in the eyes of an employer as a definite qualification, as evidence of at least average intelligence and diligence, and as a basis for specialized training.

The occupational skills of the recipients are not impressive. Less than 6% claimed professional, technical or managerial qualifications. The unskilled or semi-skilled classifications of "clerical, sales and service" described the occupational field of 60%. Some 14% were in the mechanical and construction area, although with no indication of the degree of trade skill they would be able to exercise in this employment. The recipient group, being older than the average of the unemployed has, on the average, been longer in the work force and, geographically, the majority live in those sections of the Province where the greatest volume and variety of jobs are normally located.

This brief review sketches the unattached employable welfare recipients as a group with some definite competitive difficulties, yet not markedly handicapped in the search for employment. If their educational levels and work skills are somewhat

lower than those of the other employed, yet there are hundreds of thousands of people working in Ontario with no greater qualifications. We must look beyond these characteristics to find the primary causes of their unemployment and welfare dependence in terms of other factors.

Motivation

In view of the circumstances under which this Task Force was established, we felt a responsibility to consider the question whether any or many welfare recipients would prefer to depend on public assistance rather than to work. Some voices have raised doubts on this point. The Association of Mayors and Reeves meeting in North Bay in May, 1971, issued "A Statement of General Policy on Welfare".

They said:

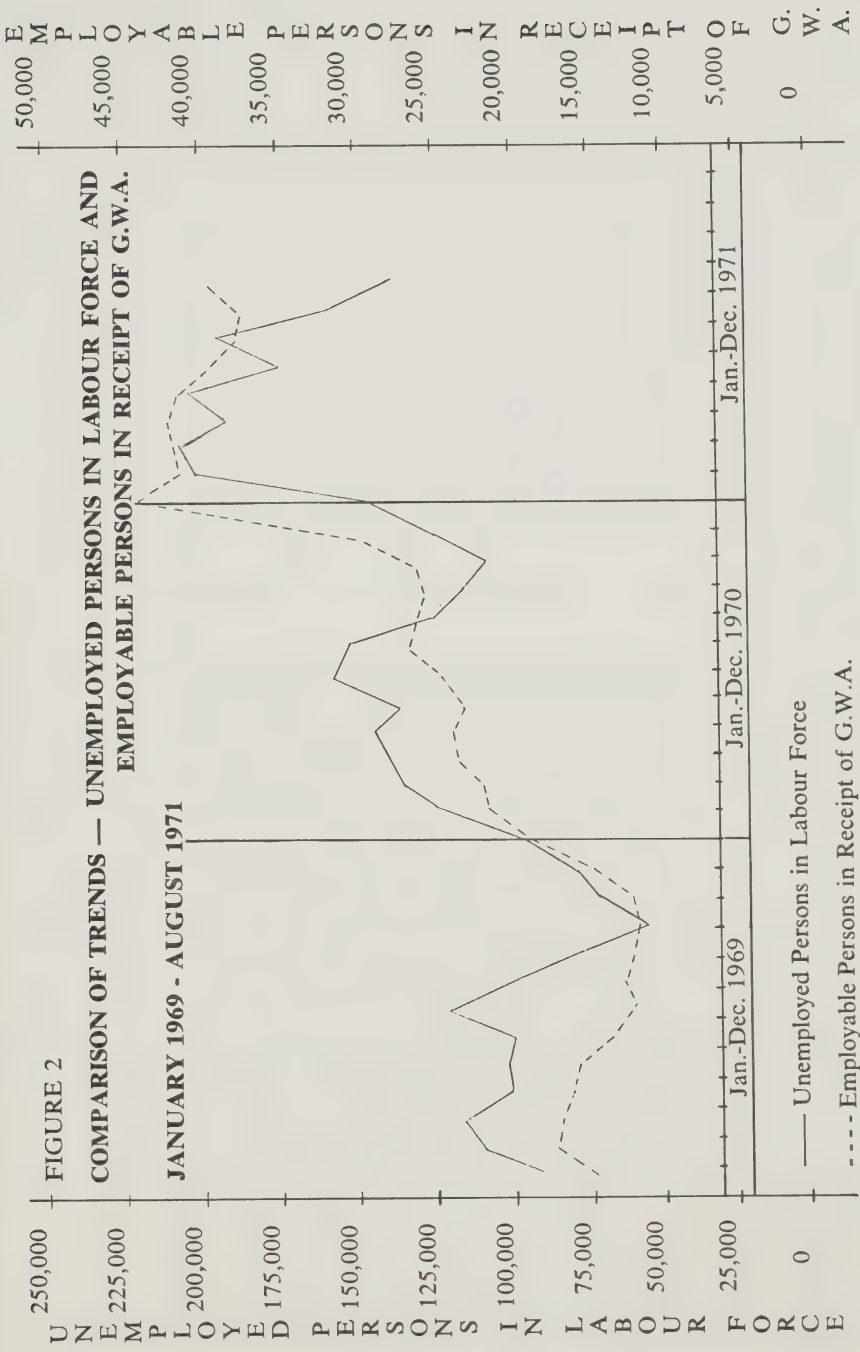
No one has a natural right to be maintained by others . . . people are maintained by the community in the hope that they will, as soon as possible, resume their contribution to the community. Anyone who is not striving to do this is a sponger and a parasite . . . the excessive permissiveness of the past may require a certain hardening of attitudes in certain fields.

The unattached employable person is the focus of this concern since it seems that the healthy single individual could the more easily scratch out a living even in hard times without stretching out a hand for public money. Is there a significant number of these persons who are not making sufficient efforts to support themselves by working?

The Task Force did no exact research on this topic, but in talking to welfare recipients, in listening to many other opinions and in examining the statistical data, we have gained certain definite impressions.

We note, first, that the increase in the number of unemployed unattached recipients of general assistance is significant. In April, 1970, there were 8,944 persons in this category and in April, 1971, there were 20,181 — an increase of 125% in one year. Going back to April, 1969, we find 5,096 persons in this category and thus an increase of 296% in two years.

But, we must also note immediately that the total number of all categories of general assistance cases has risen 92% in the last two years. This overall increase is apparently due almost entirely to large-scale unemployment. The rise and fall in the welfare caseload is in close correspondence to the rise and fall in numbers of unemployed, a statement demonstrated in Figure 2.



This is good evidence that the greater numbers of employable welfare recipients are on public assistance because they cannot get a job, not because they do not want a job.

It is true that the unattached employables are coming on the welfare rolls at a greater rate than heads of families. In April, 1970, this group comprised 13% of the total cases; a year later they comprised 23% of the total. A few facts go a long way towards explaining this development.

We note that 46% of these general assistance recipients are under 25 years of age. A teeming generation of youth, the product of the spectacular birth rates of the last two decades, is pouring out of the schools into the labour market and at a time when the labour demand is at its lowest ebb. We know that the rate of unemployment, which is undesirably high for everyone, is for our youth more than double the rate compared to other job-seekers. It is hardly necessary to go beyond population and unemployment statistics to account for the increase in unattached employable recipients of general assistance. It is scarcely necessary to speculate whether laziness or work avoidance is an important cause. It is not likely that in the last two years 20,000 persons suddenly grew lazy and looked for welfare instead of work.

Do They Want to Work?

There is other evidence to support a conclusion that alleged work-shy attitudes of welfare recipients should not be a major concern. Last Winter and in the current Fall-Winter season, Provincial Government Departments and municipalities reinstated public works projects, such as the cutting of diseased elm trees and work on roads and buildings. The procedure has been to offer at least 60% of such jobs to welfare recipients. The recipients have responded well — of the hundred referred to employment, only a very few have failed to seize the opportunity according to welfare administrators.

Also, throughout the year, the experience of municipal welfare administrators is that of all unemployed recipients, those who do not make reasonable efforts to find and hold employment are uncommon.

Yet, these comparatively rare cases are troublesome. They are given wide publicity and arouse intense resentment. Some people mistakenly take these cases as sufficient evidence that many, if not most, welfare recipients are voluntarily idle, contemptuous of social obligations and, therefore, contemptible. Others feel that even a single case of indolence at the expense of others is as intolerable as one case of open and unpunished crime. Still others fear that creeping permissiveness will corrupt ever larger segments of the population resulting in mounting social and financial costs.

In dealing with this issue, we wish to make it clear that in our opinion deliberate avoidance of work by welfare recipients is not a major problem. Lack of jobs — involuntary unemployment — is the problem. That is where the social

concern should be invested. We would prefer to concentrate our attention on positive efforts in that direction.

We do not, however, deny that the attitudes of some welfare recipients to gainful work is a problem of minor proportions.

Canadian economic life is competitive, individualistic, disciplined and energetic. These qualities are demanded of both management and labour. If a person lacks these traits to an abnormal degree, or if he is retiring, unrestrained or apathetic, he tends to be culled out of the work force and we may well find him on welfare. This is certainly not to say that all or many recipients can be described in these terms, but some surely can.

There are many subjective or personal reasons why the "will to work" may fall short of normal. Mental imbalance is common and it comes in all degrees from the prisoner in the padded cell to the mild neurotic who cannot get or hold a job. The work "gets on his nerves", he has "low back pain", the boss is too bossy: employment experience is a miasma of fears, failures and frustrations. Then there is the addict to alcohol or narcotics or there is the hermit, the hobo or the "hippie" type, each with a particular eccentricity in costume, habit or thought. Welfare administrators know all of these and know that their peculiarities may be effective barriers to employment. How far these peculiarities are wilful, to what degree these persons can be "blamed" for their idleness are questions we must leave to psychology and ethics.

There are others who may choose welfare in preference to work for rational reasons. Many a man has piled up debts so that his creditors hound him out of every job he obtains. Garnishee follows garnishee and the man's wages are reduced below the level of motivation or, more likely, he sees no point in looking for a job from which he may be discharged because of garnishment. It is safer to remain on welfare where the income is small but steady and secure.

In other cases the recipient can garner a larger net income on public assistance than he can earn by working full-time. This is true of some family cases. It would never be true of the unattached individual. He would always earn far more working even at the legal minimum wage than he would receive on general assistance. For example, the maximum assistance for him is \$115 per month. This is equivalent to about \$136 in gross wages before deductions. Thus a man need only earn \$136 monthly to be level with any welfare he could receive, whereas a man working 40 hours a week at minimum wage would actually earn \$303 monthly. There is no purely monetary incentive for the unattached person to stay on general assistance.

We must not make the error of assuming that persons are governed by monetary considerations alone and too quickly conclude that every employable recipient is willing to do everything possible to get off public assistance or that he is in some way abnormal. In answering the question "Do recipients want to work?", by and large we answer "Yes, they do, if they have normal motivation". Yet we are not prepared to go further and say that the average recipient wants to obtain any work: that he will make every effort to obtain any job that is going. Some of our experiences in meeting recipients have made us thoughtful.

We have gained the impression — and it is only an impression — that at least some recipients who are willing to work are not willing to work at any job. By “any job” we mean any remunerative employment which is within the standards set by legislation. Some kinds of work are rejected as demeaning. There is the recipient who went back to welfare when he found out that as a night clerk in a hotel he was expected to clean the lavatories. Some kinds of work are rejected as exploitation. There are the recipients who say that this is “slavery” to work for a temporary placement agency whose fees they believe effectively reduce their wages well below the current rate. Some kinds of work are rejected as not relevant to one’s way of life, for instance, the truck driver who could not see himself as a member of a railroad “extra gang”. We are told that it is difficult to obtain or keep agricultural workers, “stoop labour”, fruit pickers or field hands in tobacco or other crop seasons. Certainly few persons present themselves for employment as domestics and we seldom see an odd-job man going from door to door offering to cut grass, shovel snow or wash windows. Keeping a boarding house or “taking in washing” is no longer so common a resource for the woman without other income. It may be that the availability of public assistance has to some significant degree tempered the desperate feeling “I must take any job no matter what!”

In *Pickwick Papers* we read that that worthy woman, Mrs. Bardell, seeking a livelihood after her husband’s demise “. . . placed in her front parlour-window a written placard bearing this inscription ‘Apartments furnished for a single gentleman. Inquire within.’”. Thus, “the lonely and desolate widow dried her tears, furnished her first floor, caught her innocent child to her bosom and put the bill in her parlour-window”. That was in the nineteenth century. Today, Mrs. Bardell would probably apply first for “Mother’s Allowance”.

Times change and it is inappropriate to apply the moral judgments of the nineteenth century in the twentieth century. Not only has the *laissez-faire* of business life been thoroughly modified by public subsidies and public control: this extends into personal economics also. As it is now accepted that public funds may be used to rescue the businessman and farmer from economic difficulty, certainly the citizen in private need must be similarly assisted.

In our day we view society as a community of interdependent persons and less as a competition of individuals. The great majority of the population, we believe, holds the conviction that the community, working usually through government, has a responsibility to offer a decent maintenance to persons who actually cannot earn a livelihood. On the other side of this public responsibility, nonetheless, is the obligation of all persons to maintain themselves independent of public support so far as they are able.

Here we are stating moral judgments and by the very nature of such judgments they cannot, in the final analysis, be proved or disproved: they can be only accepted or rejected. In a democracy, there is the implicit agreement that the moral judgments of the majority shall prevail when determining legal rights and obligations. We suppose that the above statements express the judgments of the vast majority.

The Law

Since we have said that the “will to work” of a probably small but undetermined number of general assistance recipients may fall short of the acceptable, we are required to consider what the law ought to be in those cases. At present, the law is that an unemployed but employable applicant or recipient must satisfy the welfare administrator that he is willing to undertake full-time, regular employment for which he is capable, is making reasonable efforts to secure such employment, and that the unemployment is due to circumstances beyond his control. In other words, such a person is not eligible for assistance if he is unwilling to seek and accept employment.

The Task Force, after giving considerable attention to the matter, supports this requirement of the law. We believe that this regulation is implied in the moral judgments stated above and besides has justification in social utility.

We do not find that the regulation is sufficiently clear as to whether the person is required to seek and accept “any job”. We have had to ask ourselves that question despite the fact that we have gained the definite impression that most recipients do want to work, because we have also gained the impression that some of these are hesitant to commit themselves to any or every type of work.

Again, after hesitation and discussion we arrived at the conclusion that, as a matter of principle, a recipient should be willing to seek and accept any reasonable job in preference to public assistance. As a person has no moral right, so he should have no legal right, to support from tax funds contributed by his fellow citizens, many of whom may be occupied in the very work which he rejects as “demeaning”, “exploitive” or “irrelevant” for himself.

WE RECOMMEND THAT AN EMPLOYABLE PERSON WHO REFUSES TO ACCEPT ANY REASONABLE EMPLOYMENT BE, BY LAW, DEEMED NOT TO BE MAKING “REASONABLE EFFORTS” TO OBTAIN EMPLOYMENT.

The Task Force is keenly aware of the dangers inherent in such a sweeping recommendation if it is applied without sufficient moderation and discretion. For this reason we propose several safeguards.

We urge that whenever an individual fails to satisfy a welfare administrator of his willingness to work, the administrator take remedial action before he refuses monetary assistance. By remedial action, we mean personal counselling that would attempt to discover the underlying reasons for the person’s reluctance and to persuade and guide him to more acceptable attitudes. The first duty of welfare services is to help people in need: to rehabilitate and not to reject.

WE RECOMMEND THAT NO EMPLOYABLE PERSON BE REFUSED ASSISTANCE OR CONTINUED ASSISTANCE ON THE GROUND OF NOT HAVING MADE “REASONABLE EFFORTS” TO OBTAIN EMPLOYMENT

UNLESS, IN TURN, "REASONABLE EFFORTS", REQUIRED AS A MATTER OF LAW, HAVE BEEN MADE TO COUNSEL HIM IN THAT RESPECT.

There is, of course, the protection of the Board of Review available acting as a check on the discretion of the welfare administrator. We are, however, of the view that until that Board — where the individual wishes to avail himself of it — upholds the decision, he should not be deprived of general assistance. On the other hand, there must be some check on the recipient whose design is to abuse the system.

WE RECOMMEND THAT WHERE A PERSON IN NEED IS DEEMED INELIGIBLE FOR NOT HAVING MADE "REASONABLE EFFORTS" TO OBTAIN EMPLOYMENT, AND APPEALS THIS DECISION TO THE BOARD OF REVIEW, WITHIN A PRESCRIBED TIME, ASSISTANCE SHOULD COMMENCE OR CONTINUE UNTIL THE INITIAL DECISION IS UPHeld BY THE BOARD. HOWEVER, WHERE A PERSON IS SUBSEQUENTLY DEEMED INELIGIBLE FOR THE SAME REASON WITHIN A PERIOD OF ONE YEAR AFTER A DECISION AGAINST HIM BY THE BOARD, THE ASSISTANCE SHOULD NOT COMMENCE OR CONTINUE PENDING THE DECISION OF THE BOARD.

Relocation

We have contended that society has a responsibility to offer maintenance to persons who actually cannot earn a livelihood and that each person has a concomitant obligation to maintain himself by his own efforts so far as he is able. This implies that a person ought to be willing to maintain himself by accepting any reasonable employment that he can perform without unusual hardship. Does it follow that a person ought to be willing to move to an area where jobs are available so long as no unusual hardship is involved?

The Task Force accepts the principle that an unattached employable recipient of general assistance should be expected to relocate to another area of the Province if an actual job is offered to him there or to travel to where there is a high degree of probability that he may obtain a specific job.

We would apply this principle only to persons without dependants as they would usually be able to move with little personal disadvantage or difficulty. The movement of families should always remain on a voluntary basis since accommodation, schooling and family relationships could be seriously disrupted in some cases. Travelling around looking for work is, nonetheless, a custom well established in the mores of the Canadian people and many have done so at one time or another.

It is one thing to accept the principle and another to recommend a way of putting it into practice. Under present conditions, the Task Force is unable to envisage an effective system of obtaining and distributing information about suitable job openings in other areas for welfare recipients and of assisting them to relocate in those places.

The primary difficulty is that there is no fast, effective communication system between Canada Manpower Centres on one hand and welfare offices on the other. Nor are welfare offices able to communicate with one another except by telephone or letter.

The Canada Manpower Centres are connected by a Telex system. Communication of job openings to other Centres now does take place on occasion. A job calling for a special type or degree of skill, which cannot be found on the local scene will likely remain open long enough to permit a search to be made. The Canada Manpower search spreads from centre to centre on the principle of "the ever-widening circle". But, at present, the only means of contact between the Canada Manpower search methods and the welfare offices where potential employees might be found is by mail or telephone.

Even if the most modern equipment were installed to link up welfare office to welfare office and welfare office to Canada Manpower Centre, the search for job-seekers in areas remote from the job opening can be effective and worthwhile only when certain conditions exist. Of course, there must be a substantial number of job openings that cannot be filled in the local area. This implies no large-scale local unemployment and a type of job opening that requires relatively specialized skill or experience. It implies also that the opening will remain until a search can be made; that qualified people can be found and a selection made among them, through co-ordination with all the agencies involved avoiding duplication; that those selected can travel to the new area; and that a final selection can be made by the employer.

These conditions are difficult to apply to unattached employable recipients. There is comparatively large-scale unemployment now affecting all areas of the Province, if not to the same extent everywhere, to the extent that no area has a shortage of labour. Shortages may exist at a particular moment in a particular place, but people can usually be found to take these jobs within a few miles of the work site. Some jobs seem to go unfilled on occasion, but that is usually due to the unattractive nature of the job or the inadequacy of the search and referral efforts, rather than to actual lack of potential workers in that geographical area. This would be true for the settled parts of the Province and, if an employer wanted a number of men to work in a remote or under-populated area, it is likely that the employer himself would (often with the help of Canada Manpower) carry out effective recruitment and transportation of workers to the site.

The local shortages of labour that do exist would likely be in positions calling for special skills and, generally speaking, the welfare recipient does not have such skills. Only such a position that is hard to fill would remain unfilled for a sufficient length of time to allow for search and relocation. Relatively unskilled jobs that could be taken by the average recipient would usually be filled before the recipient could be found and brought over a long distance to the employer.

A major difficulty is that an employer is not likely to hire persons sight unseen, nor should he be expected to do so. He will want to interview a number

of applicants. It would not be sufficient to have one candidate travel at public expense to one job: several candidates would have to go. The question is whether the prospect of placing one person in a job would justify the public expenditure involved in searching for a number of candidates, paying their way to the employer and paying the return costs of the unsuccessful applicants.

There is a large number of municipal welfare offices and a large number of Canada Manpower Centres. There is a lack of effective communication among offices in the welfare field, among Manpower Centres, and between the two fields. The volume and complexity of the work in each field, and their differing goals and interests, are such that we are unable to imagine at this time a Province-wide system whereby Canada Manpower could effectively inform the welfare offices of job openings in distant places, receive referrals from the welfare caseload, select the candidates, feed back the selection to the welfare authorities and arrange with them the movement of these candidates to the hiring point and the relocation of the persons hired. Only a large, unfilled demand for workers in distant areas, plus a high potential among welfare recipients to fill the demand could justify the establishment of this Province-wide system. In our view, neither a sufficiently high demand nor a sufficiently high potential exists.

WHILE IN PRINCIPLE IT SHOULD BE THE DUTY OF AN UNATTACHED EMPLOYABLE PERSON TO RELOCATE TO ACCEPT EMPLOYMENT, DIFFICULTIES WHICH WE VIEW AS INSUPERABLE AT THIS TIME PRECLUDE RELOCATION AS A CONDITION OF ESTABLISHING OR RETAINING ELIGIBILITY FOR ASSISTANCE AND WE RECOMMEND AGAINST IT.

NONETHELESS, WHERE THE EMPLOYMENT OFFERED IS WITHIN COMMUTING DISTANCE OF A REASONABLE NATURE, HAVING REGARD TO TIME, EXPENSE AND MEANS OF TRANSPORTATION, AND NOT INVOLVING THE RELOCATION OF HIS HOME, WE RECOMMEND THAT REFUSAL TO ACCEPT SUCH EMPLOYMENT BE LEGALLY DEEMED TO BE A FAILURE TO MAKE "REASONABLE EFFORTS" TO OBTAIN EMPLOYMENT.

Still on the question of relocation, many recipients may wish to seek relocation to a job or a potential job on a purely voluntary basis. They will usually need additional money for travelling costs. The general assistance allowance is not enough. If the welfare officer agrees with the voluntary decision of the recipient to look for work outside the originating municipality, the additional funds should be paid by that municipality if, for some reason, a mobility grant is not forthcoming from Canada Manpower.

In some cases, the job-seeker will not find employment, or he may lose it within a short time. In these cases, it should be incumbent upon the originating municipality to pay the return travelling costs if the person is unable to afford these. Also, where the person, within a reasonable time, has to return home for compassionate reasons, such as a death or illness in his family, these travelling

costs should be borne by the originating municipality. Through "special assistance" provided under *The General Welfare Assistance Act*, a municipality is empowered to pay a travel and transportation allowance and to collect a 50% subsidy.

The relocated recipient needs support until he draws his first pay. Here, too, this general assistance should be at the cost of the originating municipality and that municipality should have a discretion to continue assistance, in a supportive way, after the person begins employment in his new location. Continued assistance of this nature is dealt with in a more general way in a later recommendation.

Following the same line of thought, the Task Force believes that where Canada Manpower has given the person a relocation grant, that agency should accept responsibility for return travelling costs under the circumstances outlined above, where appropriate.

WE RECOMMEND THAT A RECIPIENT WHO VOLUNTARILY TRAVELS OUTSIDE HIS MUNICIPALITY BE ELIGIBLE FOR TRAVEL COSTS AND CONTINUED GENERAL ASSISTANCE SO LONG AS HE IS A PERSON IN NEED MAKING "REASONABLE EFFORTS" TO SECURE EMPLOYMENT. RETURN TRAVEL FOR JOB FAILURE AND COMPASSIONATE REASONS WITHIN A REASONABLE TIME BE AN ACCEPTABLE COST OF THE ORIGINATING MUNICIPALITY.

Temporary or Part-Time Work

The Task Force has concluded that a significant amount of part-time and temporary work is available even in these times of large-scale unemployment. Admittedly, indisputable statistical evidence for this statement is lacking. A number of persons and organizations maintain that this is a fact and no-one denies or confutes the point.

We recall one employer, who at one of our Public Hearings, alleged that he was unable to obtain men to fill 20 labouring jobs at a rate of \$2.00 per hour. We have heard of similar situations from other sources. Canada Manpower officials have told us that they have had to approach municipal welfare offices directly because not enough people were available to fill temporary Christmas work positions.

The Canadian Association of Temporary Services represents 14 companies which employ people and assign them as temporary workers to commercial and industrial firms. The Association membership claims to account for at least 70% of all business in this line in Ontario. In a written brief and in an extensive interview, this Association claimed that despite the high unemployment, they are often short of workers, and of workers of a type that need not be highly skilled. In this brief, it was stated:

It is our conviction that we could do much more for those on unemployment insurance and on welfare if the current laws or systems were changed or modified. As they now stand, some men feel that they would

rather stay on unemployment, or on welfare, than work at relatively low paid jobs which we can offer unskilled workers, since the differential between wages and welfare may be only \$10.00 - \$15.00 a week. They reason that the \$10.00 - \$15.00 is actually all they are working for. And since much of it will go to transportation, lunches and possible additional clothing, they believe they are better off *not working*. . . . A study of the newspaper reports during the summer and early autumn will serve to remind those interested that over and over again the disparity between jobs going begging, and a growing number of unemployed in Canada was discussed with organizations such as ourselves. We advertised consistently through the summer season for workers, but could not fill many orders.

Other voices echoed the same theme: unemployment insurance benefits and general assistance payments are a real disincentive to employment for many persons who prefer the free dollar from the government to the dollar earned by working. We have been unable to assess thoroughly the validity of the allegations. We are, however, concerned that so many persons who ought to be responsible and knowledgeable in this area believe this to be true. Whether it *is* true to a significant extent or not, the fact is that it is widely believed and casts a shadow on the reputation of all welfare recipients and the welfare system.

Regulations under *The General Welfare Assistance Act* oblige employable recipients to seek and accept full-time, regular employment. Should they be obliged to seek and accept also temporary and part-time work? We do not suppose that this would mean any large-scale reduction in welfare costs or any solution to the problem of high unemployment. Despite the claims made by some employer representatives, we remain unconvinced that there are jobs for everyone who wants to work, but this measure would bring about some easing of the strain.

The Task Force is aware that much part-time and temporary work is not attractive. The job-hunter often has to appear at the temporary placement office very early in the morning, wait perhaps several hours for a placement, may have a long and costly ride to and from work, may have to work on weekends and other inconvenient times, and usually work hard for relatively low pay. He is aware that the job is temporary — “there is no future in it” — and that while he earns perhaps \$2.00 per hour, the agency may be getting \$1.00 an hour merely for placing him.

On the other hand, there are advantages. The recipient remains active, partially self-dependent, and psychologically attuned to working. He gets into the job market and finds out what opportunities are available. He may get some valuable on-the-job experience, and he may be hired permanently by the temporary employer's client.

There is also the principle of social justice. Some tax-paying citizens must work at jobs equally as hard, unattractive or inconvenient. The tax-supported citizen should make equal efforts to support himself so far as he is able.

WE RECOMMEND THAT, IN ADDITION TO HIS DUTY TO ACCEPT REGULAR, FULL-TIME EMPLOYMENT, AN APPLICANT FOR OR RECIPIENT OF GENERAL ASSISTANCE BE EXPECTED, BY LAW, ALSO TO ACCEPT REASONABLE TEMPORARY OR PART-TIME EMPLOYMENT IF PERMANENT EMPLOYMENT IS NOT AVAILABLE TO HIM, AS A CONDITION OF ELIGIBILITY.

Effect of Part-Time Earnings

We have concluded, and it is unlikely to be disputed by many, that the best interests of all concerned are best served when the welfare recipient obtains as much temporary or part-time work as is available to him. Both the recipient and the public gain financially and he experiences other personal and psychological benefits.

The Task Force believes that unattached employable recipients would make even greater efforts to secure such work if the financial incentive were greater. When a recipient has earnings, a part of them are now exempted in calculating his "income" for general assistance purposes and the rest of them effect a reduction in the amount of assistance. Since entitlement to welfare is based on need, we can find no fault with this principle. Also, the *structure* of the formula used in the regulations is calculated to provide some continuing incentive to work and earn. The formula allows the recipient to keep his total earnings without any reduction in assistance up to a certain earned amount and then reduces the assistance by a percentage of those earnings.

For instance, an unattached person may keep up to \$24.00 monthly with no reduction in assistance, and on any earnings above that, assistance is reduced 75¢ for every dollar earned. (In the language of the regulations, the first \$24.00 is "exempted from income" and, as well, 25% of the balance earned is "exempted".)

While the formula structure is satisfactory, the rate of reduction, we suggest, is too high. If a person thinks he "forfeits" 75% on every additional dollar earned, the indications are that not many persons in our society would make the additional effort. Ideally, a person should prefer the dollar earned by his own efforts to the dollar unearned and contributed by his fellow citizens, but in reality many persons, both on and off welfare, would not follow this ideal.

The Task Force believes that the rate of reduction because of earnings should be made substantially more favourable to the recipient. This should encourage more part-time and temporary work and, for that reason, could be a step that would decrease rather than increase dependency. Against the advantages, one must balance the disadvantages. There is the probability that some persons would be better financially to stay on assistance, while working part-time, rather than seek full-time work and independence. The likelihood exists that more welfare recipients could have greater income than the "working poor". Total costs might, in fact, increase. We have concluded that the advantages weigh heavier on the scale.

The formula of exemptions should be revised. A recipient should retain the benefit of about two-thirds of his earnings. This could be accomplished by retaining, for the unattached person, the basic exemption of \$24.00 monthly and changing the "25% of the balance" exemption to "50% of the balance".

Thus, under the present system a person has the full benefit of \$43.00 of the first \$100.00 earned and the remaining earnings of \$57.00 reduce the allowance by that much. A person earning over \$175.00 monthly becomes ineligible because the allowance is reduced to zero.

Under the proposed system, the unattached person would have the benefit of \$62.00 of the first \$100.00 earned. He could earn up to \$250.00 monthly before the deductions surpassed the general assistance allowance.

This is illustrated in Tables 28 and 29.

TABLE 28

**PRESENT SYSTEM OF EXEMPTIONS ON EARNINGS FOR
UNATTACHED RECIPIENTS OF GENERAL ASSISTANCE**

Earnings	Amount Exempted	Amount Deducted from Welfare Budget	Welfare Payment	Total Final Income
\$100.00	\$43.00	\$ 57.00	\$58.00	\$158.00
150.00	55.50	94.50	20.50	170.50
175.00	61.55	113.45	1.55	176.55
200.00	68.00	132.00	NIL	200.00

TABLE 29

**PROPOSED SYSTEM OF EXEMPTIONS ON EARNINGS FOR
UNATTACHED RECIPIENTS OF GENERAL ASSISTANCE**

Earnings	Amount Exempted	Amount Deducted from Welfare Budget	Welfare Payment	Total Final Income
\$100.00	\$ 62.00	\$ 38.00	\$77.00	\$177.00
150.00	87.00	63.00	52.00	202.00
175.00	99.50	75.50	39.50	214.50
200.00	112.00	88.00	27.00	227.00
255.00	139.50	115.50	NIL	255.00

WE RECOMMEND THAT THE EXISTING EXEMPTION ON THE TEMPORARY AND PART-TIME EARNINGS OF A GENERAL ASSISTANCE RECIPIENT BE INCREASED, FOR THE PURPOSE OF PROVIDING INCEN-

TIVE, TO A LEVEL THAT HE MAY, WHILE CONTINUING TO RECEIVE ASSISTANCE, EFFECTIVELY RETAIN THE BENEFIT OF ABOUT TWO-THIRDS OF HIS EARNINGS.

Appearance

Within the topic of what constitutes "reasonable efforts" to obtain employment, we have considered the matter of appearance. Cases have been brought to our attention wherein certain welfare administrators have refused or terminated assistance on the ground that the individual's appearance (personal or in dress) has made him unacceptable to employers. This is a matter which recently has received a great deal of attention in the public media. The Task Force does not believe that these refusals or terminations occur with any significant frequency, but that the matter is rather a "tempest in a teapot".

It is, no doubt, true that the appearance of a person has some influence upon the potential employer. It is probably also true that the alteration of a person's appearance could, in some instances, enhance his opportunity for employment. Yet, who is to say? The welfare administrator? He is not the potential employer. It need hardly be stated that what is unacceptable to one, might very well be acceptable to another. Surely there are persons with similar appearances to those in question who are in employment situations?

Some take the position that if a potential employer "certifies" that he would not employ the individual purely because of his appearance, that in itself is sufficient reason to refuse or terminate assistance. However, such is not a job offer by an employer which the individual refuses to take up: it is a refusal to offer a job. To build a case upon a negative foundation such as this is scarcely convincing.

We do have sympathy for the argument that a welfare administrator should be able, in a positive way, to use any fair tactic to foster an applicant or recipient into a job. If an applicant or recipient, for example, were to cut his hair, wear shoes, take better care of his personal hygiene or alter his style of dress, and as a result remove what may be a major obstacle to employment, it would be a good thing. But where is the line to be drawn? There is a risk of abuse: a risk that will always be there. We do not intend here to debate conformity in relation to appearance. We think that the welfare administrator should not be placed in the position of having to make a decision in an area of controversy as deep as this. Any benefits to be gained in a very few cases would far be outweighed by the disadvantageous factor of the "hassles" which would inevitably follow in other instances and that seem to be blown out of all sensible proportions. It is simply not worth it.

We have considered the position taken by the Committee on Standards of the Welfare Officers' Association of Ontario. In its Report of May, 1971, that Committee wrote: "Where a person is employable and his dress or grooming appears to make him repulsive or unattractive to prospective employers, he should not be required to make any changes that will render him less repulsive or more

attractive to an employer. This does not prevent the welfare administrator from counselling the client to make any changes, provided the suggested changes are not presented as an essential condition of eligibility". The Task Force subscribes to this position.

Other delayed payments include Workmen's Compensation, the settlement of accident and other damages claims, and disputed wage claims.

WE RECOMMEND THAT APPEARANCE EITHER IN PERSON OR IN DRESS, SHOULD NOT *IPSO FACTO* BE A GROUND FOR A DETERMINATION OF FAILURE TO MAKE "REASONABLE EFFORTS" TO OBTAIN EMPLOYMENT.

Duplicate Maintenance

Some persons are recipients of general assistance solely because funds due them for support are delayed. In the case of Unemployment Insurance, benefits frequently are delayed. Under the new Unemployment Insurance system, a claimant will not likely receive his first cheque until he has been unemployed a month.

Frequently, general assistance is required while the recipient is awaiting the prospective income. When the delayed income is paid, municipalities now have no legal right to require the recipient to reimburse any of the general assistance he received. Thus the recipient may, in effect, get two payments for maintenance during one period: a payment on the spot by welfare and one payment later from some other source. The public is the loser. The recipient has received duplicate support for the period: more than other recipients in the same needy circumstances receive. Where the arrears come from Unemployment Insurance or Workmen's Compensation, there occurs an avoidable over-expenditure of public funds.

In addition to the wastefulness of double maintenance payments, there is the danger of disincentives to employment when public support is over-generous by its own standards and the risk of engendering the attitude that some public funds are "free money".

We are of the view that the recipient or former recipient should be legally obliged to reimburse at least a part of the general assistance paid to him when he has received funds from some other source which relate to maintenance during the period concerned. We refer only to money that, had it been available to the person, he would not at all have required general assistance or that amount paid to him. There is, of course, no intention that a person should be required to repay general assistance out of money earned or due for a period after leaving the assistance rolls.

The method of effecting reimbursement would be to require an applicant to give an assignment to the municipality of an appropriate portion of his prospective

benefits or income. Administrative arrangements could be made to collect the amount assigned, either from the assignor (the recipient) or from the source of payment.

This recommendation is not, in fact, advocating a new feature. The taking of such assignment has for years been a common practice of municipalities. We believe that the practice should be given legal sanction.

WE RECOMMEND THAT ALL OF A PERSON'S PROSPECTIVE BENEFITS OR INCOME THAT ARE DUE OR LIKELY TO ACCRUE TO HIM TO PROVIDE FOR HIS MAINTENANCE BE TAKEN INTO ACCOUNT IN DETERMINING ELIGIBILITY OR CONTINUING ELIGIBILITY FOR SUCH ASSISTANCE AND, AS A CONDITION OF PAYMENT OF THAT ASSISTANCE, AN ASSIGNMENT OF SUCH BENEFITS OR INCOME BE REQUIRED AS A MATTER OF LAW IN AN AMOUNT NOT TO EXCEED THE GENERAL ASSISTANCE ISSUED FOR THE MAINTENANCE OF THE APPLICANT OR RECIPIENT DURING ANY PERIOD TO WHICH SUCH BENEFITS OR INCOME RELATE.

A Rehabilitative Measure

It has been brought to our attention that in some respects welfare assistance regulations, by being so inflexible, can be an impediment to obtaining and holding employment. We think particularly of the welfare recipient who re-enters or is preparing to re-enter the employment market and is unable to obtain assistance for his essential working needs (for example, work clothing, lunches, transportation, etc.). As has been the practice in the past, municipal welfare administrators should continue assistance until the receipt of the first pay cheque. However, we are convinced that, in some instances, assistance may be required beyond this point as a rehabilitative measure.

A period of up to three months after the beginning of employment would seem appropriate. The transition from dependency to independence is not an easy one. Sufficient satisfaction of needs relating to his new situation is critical to his success.

WE RECOMMEND THAT AS A MEASURE OF REHABILITATIVE SUPPORT, THERE BE A DISCRETION, TO AUTHORIZE THE CONTINUANCE OF GENERAL WELFARE ASSISTANCE FOR A DESIGNATED PERIOD, BY LAW NOT TO EXCEED THREE MONTHS, WHERE THE RECIPIENT BEGINS REGULAR, FULL-TIME EMPLOYMENT.

Much of the foregoing has dealt with what constitutes and what should constitute "reasonable efforts" to secure employment. We have made a number of recommendations relating to what have been controversial issues in this field. There will, doubtless, in the future be difficult issues of interpretation which arise

from time to time. The Department of Social and Family Services has a continuing responsibility to furnish appropriate guidelines which will foster a sense of uniformity in fairness as the system of general welfare assistance is administered at the local level.

WE RECOMMEND THAT THE DEPARTMENT OF SOCIAL AND FAMILY SERVICES FORMULATE DEFINITIVE GUIDELINES AS A MATTER OF POLICY RESPECTING THE MEANING OF "REASONABLE EFFORTS" TO OBTAIN EMPLOYMENT INSOFAR AS THE INTERPRETATION OF THAT TERM IS NOT DEALT WITH IN THE REGULATIONS.

Another Look

In this review of the unattached recipients and their capabilities for employment, we have found that, as a group, their difficulties and disadvantages are by no means so great as to preclude a reasonable chance of being employed in future. Their current unemployment is largely due to social, not personal causes: jobs are relatively scarce because of economic recession. If the economy returns to a normal level, the numbers in this recipient group should subside.

There is some indication that the lower capabilities of this group — such as in education and vocational skill — place many of them in the "last hired, first fired" category. We do not know what further disadvantages they may have in terms of emotional instability, physical frailness or ailments, appearance, manner or physique. We have been told that persons different from the average even in height or weight have difficulty in getting jobs.

There are indications that some are not inspired by a high degree of motivation to seek any and every opportunity for employment. They may have grown weary of fruitless job-hunting, or been discouraged by alarmist reports of the hopelessness of finding work, or they may lack something in energy, perception, resourcefulness and the ability to change their life and work patterns.

We have recommended that the law be clarified to set out plainly the legal obligation of employable recipients to make all reasonable efforts to obtain employment. This clarification would inform both the recipients and the public that such an obligation exists and will give welfare officers an undoubted right to ensure its discharge whenever and wherever practicable.

Legalities do not, of course, solve social problems. For the recipient group, the solutions can be projected in three phases: providing jobs for those merely unemployed; providing training for those too unskilled to be employed; and providing counselling and other services for those unmotivated to employment. This can be simply stated. The implementation is a different matter.

CHAPTER VI:

Impediments To Employment

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Impediments To Employment

Many factors have the effect of impeding an individual from obtaining employment. Certain of these relate to the person himself. Some are extrinsic and relate to society or a particular segment of it.

There are impediments which could be said to apply to the unemployed generally, without reference to whether the individual is or is not a recipient of public assistance. Other barriers may apply especially to the welfare recipient. The more disadvantaged an individual is, the greater his impediments seem to be.

Elsewhere in this Report, we outline and detail impeding factors of one sort or another. In this Chapter, for convenience of presentation, we treat what we consider to be certain major obstacles to employment, but by no means are they exhaustive.

Attitude of Industry and Commerce

Undoubtedly, to many potential employers the fact that an applicant for employment is a welfare recipient is not a relevant consideration when assessing his application. The evidence is, however, persuasive that some employers do have a distinctly negative image of the employable recipient. One large pulp and paper firm in Northern Ontario indicated to the Task Force: "Almost all those who want work have already applied. . . . It seems too that the people on welfare rolls lack the drive to go out after a job and hence they lack the competence to fill them". Another paper company discussed the phenomenon of jobs being offered to several recipients who refused them, and went on to say: "At the same time in a forest community one does not always press such matters because as you know, forests do burn".

A difficulty which should be the most easily overcome is an awareness among employers of the nature of the welfare system, and of the people who live within it. This unawareness would clearly seem to result in employers overlooking an obvious pool of potential employees when jobs are available and need to be filled. A spokesman from an Indian Band in Northern Ontario indicated that many of the men on welfare on that reservation are qualified equipment operators anxious to work, and to move to the work, wherever it might be. On almost the same day

a letter was received from a large northern forest enterprise advising that it required equipment operators and did not think anyone on welfare would be interested.

In a very positive letter, a large service industry stated:

I feel sure we could, from time to time, offer employment to certain persons presently on welfare allowance. Undoubtedly, however, you are aware the hotel field is not a high paying industry, and it is questionable if we could attract those presently on welfare allowance. Assuming we could attract welfare recipients, we would not be averse to interviewing likely candidates.

No unattached individual could, of course, receive an amount in social assistance at all comparable to that which he would earn while working at even the minimum wage.

Certain industrial practices which limit employment opportunities in general also have a harmful effect on the welfare recipient. The recipient suffers when industry works its employees overtime to stockpile resources and products, and then lays off its work force. The hiring of "moonlighters" reduces the number of available job opportunities. Industrial reluctance to offer assistance to new employees, such as training or accommodation, or the closing down of factories because they compete with commonly-owned enterprises in another country, are indices of an abysmally low degree of social responsibility.

Businessmen, of course, are very involved with and influential in the employment scene. The Task Force notes that in many jurisdictions groups of businessmen have taken it upon themselves to work with disadvantaged people. They can apply their expertise and contacts to the active search for jobs for particular individuals. Projects of this kind have been eminently successful in terms of the numbers of people placed into employment. This type of effort cannot be duplicated by anyone else. The essence of the success in such a programme appears to be found in the fact that the individual businessman deals with the individual "client" at a grass roots level.

WE RECOMMEND THAT BUSINESS ASSOCIATIONS, CHAMBERS OF COMMERCE AND BOARDS OF TRADE UNDERTAKE SPECIAL PROJECTS TO ENCOURAGE THEIR INDIVIDUAL MEMBERS TO OBTAIN EMPLOYMENT FOR INDIVIDUAL MEMBERS OF DISADVANTAGED GROUPS SUCH AS WELFARE RECIPIENTS.

Trade Union Factors

Welfare recipients are from time to time referred to employment, only to learn that they cannot be hired unless they are union members and hold a current membership card of the appropriate trade union. It becomes necessary for them to pay a considerable amount of money either to join or renew their association with the union. Having regard to their financial circumstances, it is often

impossible for these individuals to find the necessary amount of money. Unfortunately, it is not within the discretion of the welfare office to provide the money for this purpose. The result may often be frustration and despondency, as well as the failure to obtain a job.

Certain trade unions have indicated that the matter of union dues should not be a problem. They suggest that the unions concerned could and should make reasonable arrangements to overcome the problem. In the absence of such an arrangement, however, either the necessary money must be provided to the recipient or he will not fill the job.

WE RECOMMEND THAT TRADE UNION REQUIREMENTS RESPECTING THE PAYMENT OF INITIATION FEES BE MADE MORE FLEXIBLE, WHERE NECESSARY, TO ALLOW AN INDIVIDUAL (WHO WOULD OTHERWISE BE DENIED MEMBERSHIP) THE OPPORTUNITY TO PAY HIS FEES OVER A PERIOD OF TIME.

Apart from the expenditure of money necessary to make him a member of the appropriate union, and hence eligible for that employment, the lack of seniority of the recipient may well be an obstacle. For jobs covered by a union contract, generally the employer must first offer it to any union member who has been laid off. In certain industries, "a union hall" arrangement is in effect, so that the employer with a job opening merely advises the union of the opening. The union then itself chooses the man for the job from among its membership on the basis of seniority. The employer himself cannot select his own employees.

Debtor-Creditor Relations

There must be many instances of welfare recipients having lost employment or having been discouraged from either accepting or staying in employment because of debt problems. When the poor use their credit as a supplement to their income, the inevitable day of reckoning is usually characterized by a civil judgment and the garnishment process. It has long been the practice of many an employer to dismiss any employee against whom garnishment proceedings are begun. *The Employment Standards Act*, by virtue of a recent amendment, now provides that no employer shall dismiss or suspend an employee upon the ground that garnishment proceedings are or may be taken against that employee. It is to be hoped that with the passage of time, changing attitudes will see a full compliance with the law in this respect.

Welfare benefits are not subject to garnishment and, for some welfare recipients, their may be a disincentive to work in the knowledge that one's wages will become subject to attachment if employment is secured.

The Wages Act provides that 70% of any wages or other income due or accruing to any workman is exempt from attachment. The amount of the exemption may be increased upward from this 70% if the debtor is able to show that in

the circumstances of his case the exemption should be increased. A creditor may similarly apply to have the exemption decreased if the circumstances are such that the debtor does not "need" the full 70% of his wages. It is interesting to note that until May 28, 1971, there was no exemption from liability to garnishment in the case of a single person without dependants.

The law provides the opportunity for an individual who may be deeply in debt to arrange his affairs so that his return to independence is not seriously impeded. *The Small Claims Courts Act* provides that, if a person has more than two judgments against him which are unsatisfied in whole or in part, he may apply to a judge for a consolidation order. Such an order, if made, establishes a scheme of periodic payments which in essence would see the individual paying into court up to 30% of his average weekly income. The money so paid every week is disbursed to his creditors on a *pro rata* basis. So long as the debtor does not have a judgment given against him for any debt incurred subsequent to the consolidation, no new garnishment proceedings are permitted to his creditors. However, the making of a consolidation order is strictly within the discretion of the judge and, in exercising his discretion, he will consider the nature of the applicant's debts and creditors, the amount of his income from all sources, his business or occupation and a statement of his family or like obligations. It may will be more difficult for an unattached person to obtain a consolidation order than if he were married or otherwise had dependants.

It will, in many cases, take some time for a debtor to negotiate through the process of obtaining a manageable arrangement of his obligations. He will certainly need expert assistance and counsel. Above all, he needs an awareness that there may be help for him in the legislation, and access to the appropriate officers of the courts. In the latter connection, it is worth noting that the courts offices are open between the times of 9:30 a.m. and 4:30 p.m. which would hardly seem the hours of choice for a newly-employed person to be away from his job.

Surety Bonds

It is becoming increasingly prevalent for employers to purchase insurance policies to cover them against any losses suffered because of the conduct of their employees. Employers therefore are more frequently requiring that every applicant for employment be "bondable": that he is such a person as will lead the surety company to underwrite his employer. If, for some reason, the surety company considers the applicant for employment to be an unacceptable risk for them, they will not bond the applicant, and in all likelihood the employer will not hire him.

A great many people firmly believe that bonding requirements militate against the opportunities for employment of persons with criminal records or other indications of unstable work history.

For years one of the most frustrating barriers an ex-inmate meets in the employment market is his virtual inability to obtain a bond. Even where the job in question is completely removed from his field of past

criminal activity and his own skills practically ensure that he can do the job capably, his chances go out the window when the question of bonding is raised. (Newsletter, John Howard Society of Ontario, November, 1967).

There is no real indication of how serious the problem is. No statistics are available which would show the number of employees bonded in Canada. Although people outside the building industry believe that the companies maintain a central bureau for the filing of information concerning applicants who may have been declined for bonding, the companies deny the existence of any such registry.

A number of private firms and corporations, particularly smaller ones, do not bond their employees. As noted, however, it is becoming increasingly common practice to do so. During the five years ended December 31, 1970, premiums paid to bonding companies amounted to some \$41 millions and claims paid out by the same companies amounted to some \$24 millions.

We understand that most employers who use bonding purchase a "blanket bond" which automatically covers all employees regardless of the nature of their duties. This type of bond may be obtained at relatively low cost. Exempting the majority of employees from a requirement that they be individually bonded and demanding it of only certain job applicants is said to be almost a thing of the past. In most cases where bonding is a prerequisite, every applicant for employment must complete an application for bonding as part of his job application process. The employment applicants are apparently investigated by an agency which, in a sense, relieves the employer of certain aspects of normal personnel employment procedure. These agencies have various means of obtaining criminal records or indications of other unstable characteristics.

The surety companies apparently take the position that there is no general policy for or against the bonding of ex-inmates but that the bonding of any individual, including those with criminal records, is considered to be strictly within the scope of the individual underwriting company's standards and that each application is assessed on its own merits. If there is any sign of instability the bond will probably be refused. Each company assesses its own risks and its own applications. Many other applicants than ex-inmates are refused bonding.

Because he knows that he may have difficulty in being covered by the surety company which provides a blanket bond to his potential employer, a job applicant may decide to purchase a bond on his own from another company. He would proceed on the assumption that his potential employer would be interested only in his being bonded without reference to which company provided the coverage. Because of the system of blanket bonds, however, it is rarely, if ever, possible for an individual to go out into the bonding market and purchase his own fidelity bond because only the company which bonds the rest of the employees of a particular employer will be willing to consider the application. A second company would see the applicant as an unacceptable risk to the "blanket-bond" company, and hence to themselves as well.

It probably is the case that an employer would be satisfied that a job applicant was bonded, regardless of who provided that service. In this connection, some very promising programmes have been initiated in the United States. The essence of these programmes is that the Federal Government there pays to co-operating surety companies the bonding premium for any ex-inmate who applies through the appropriate governmental agency. In the beginning, these bonding plans had fairly low coverage ceilings, but they are gradually being increased. These programmes have been very successful in that a great number of ex-inmates have been employed, with very few claims being made against the insurers. It has been proven fairly conclusively that ex-inmates as a class are not the frightening bonding risk they have been deemed to be for many years.

WE RECOMMEND THAT THE PROVINCE INITIATE IN COOPERATION WITH SURETY BONDING COMPANIES A PROGRAMME BY WHICH APPLICANTS WHO CANNOT OTHERWISE BE BONDED WILL RECEIVE COVERAGE, IF NECESSARY WITH THE GOVERNMENT PAYING THEIR PREMIUMS. IN THE ALTERNATIVE, THE PROVINCE SHOULD UNDERWRITE THIS COVERAGE FOR PERSONS WHO ARE APPLICANTS FOR A JOB IN WHICH IRRESPONSIBILITY OR DISHONEST CONDUCT COULD MATERIALLY DAMAGE AN EMPLOYER AND IN WHICH PERMANENCY, ADEQUATE WAGES AND WORKING CONDITIONS MAY BE REASONABLY EXPECTED.

CHAPTER VII:

The Employment Picture

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The Employment Picture

General Employment Situation

Current unemployment statistics, the heavy strain on all forms of public and private support programmes, the proliferation of Federal, Provincial or Municipal winter works projects and indeed, many of the representations made to the Task Force underscore the unhappy but simple fact that too few jobs exist in relation to the supply of people who are either in the labour market or who wish to enter the labour market.

The problem is serious enough for the average unemployed person who meets the norm in terms of education, work skill and work experience. It is, however, substantially more serious during periods of high unemployment for those who fall below the norm and these include the bulk of so-called employable welfare recipients.

It is a buyer's market and those who fall below the norm suffer a competitive disadvantage. Many are forced into a state of dependency upon the welfare system in order to meet their basic physiological needs for food, clothing and shelter.

Identification of Employment Opportunities

At the present time, it is impossible to determine with any degree of accuracy the number of jobs available in Ontario by occupation, industry, location or by any other breakdown.

It is our information that several attempts have been undertaken, primarily under the auspices of Canada Manpower, to develop comprehensive job availability data. However, the organizational and resource implications of establishing and maintaining such a data system are enormous, particularly in light of the absence of any ability to measure reasonably and anticipate the benefits of such a system over existing mechanisms for matching job-seekers to available jobs.

An obvious factor contributing to the absence of a central job registry system is the existence of the broad spectrum of private, public, internal, external, formal and informal vehicles used by employers to fill job vacancies.

Additional factors are the increasing rate of turnover in job requirements and descriptions and the inability of the private sector as a whole to anticipate what jobs will be open at any specific time in the future.

If there is a problem in determining generally what jobs are available the difficulties inherent in relating or matching people to jobs are even more complex.

Historically, many companies have recruited the bulk of the work force through internal or external recruitment facilities within the immediate vicinity of the plant, for example, through the on-site personnel office or through the local Canada Manpower Centre. In those cases where the local supply of necessary skills was insufficient the company would send out its own recruitment team or utilize the services of a recruitment agency to search out those areas from where the necessary skills might be obtained.

Generally speaking, this process has changed very little. The recruitment of people to jobs is still basically a very local, parochial, individual, human, subjective and unsophisticated process.

Although we lack a comprehensive system which, once a particular job has been identified, can in turn identify the most competent unemployed person available and willing to take the job, the present system with all its apparent shortcomings appears to work reasonably well. This is particularly so, when the economy is functioning at a healthy level.

Perhaps one of the reasons for the present lack of mechanical sophistication both in identifying job opportunities and matching people to jobs is the general lack of interest demonstrated by both user groups: companies looking for people and people looking for companies. In fact, one can see that the timing of any concern that might be expressed by one group would tend to be at a point where the interest level of the other group was virtually nil. Thus, during periods of high employment when there is an absence of skilled manpower, it can be seen that a more sophisticated automated and comprehensive system would be supported by the employer.

However, during such a period with jobs begging for manpower, it would be hard to muster the enthusiasm of the average worker for the need to develop a computerized manpower planning system.

In any case, given the advance of technology to date, it is not unfair to say that our systems for identifying employment opportunities and for matching people to such opportunities must be considered highly conventional.

If the development of the work force is to be effectively co-ordinated with the development of commerce and industry through the medium of government, the departments of governments, now dealing separately with these developments should themselves be brought into co-ordination. There are fundamental questions to be answered, such as: What jobs are now available? What will be avail-

able in future? What persons are now able to fill these positions? How should others be prepared by education and training? Where will and where should economic development and concomitant work-force development occur? These issues are interdependent and encompass a number of departments of all three levels of government.

We suggest that these governments, with the Government of Ontario taking the initiative, should aim for integration of their spheres of interest which would involve:

- (1) A review of existing programmes and organizational structures;
- (2) the development of an integrated framework for the Province;
- (3) the co-ordination of objectives and plans within the manpower field with those of industrial development; and
- (4) the development of regionally-based operational modules for linking people with jobs and training.

What Employment Opportunities Are There?

Apart from the problems implicit in the job identification and matching processes, what employment opportunities in fact exist for unattached employable welfare recipients? Again, there is no straightforward answer to this question. However, there are two important factors to note.

Firstly, when we refer to an "employable welfare recipient" he is not identical in characteristics to the average employable unemployed person. They are not equal in their employability. In fact, many on welfare classified as employable are not in a position to be fully competitive with the average unemployed person.

The second factor relates to the nature of work generally available to welfare recipients.

Jobs can generally be categorized as permanent, temporary, part-time, casual or seasonal. Within these categories, the work that may be available to the employable welfare recipient, with his profile requires, on the whole, little if any, skill. It is probably manual in nature, commands the lowest wages, and carries with it the least favourable working conditions.

Such jobs are usually those which are most sensitive to economic fluctuation, technological change and shifts in management policy. Many of these jobs tend to be unstable, provide little security of tenure and, because of their nature, may in fact be temporary although classified as permanent.

Expectations

During periods of high unemployment, the lower level job which might normally be available to the unskilled welfare recipient is, to some extent, being

sought and filled by the more skilled unemployed. Compounding this problem is the practice of some employers to hire the "best" people available, resulting in many positions being overfilled in terms of skill requirements.

Available positions are in some cases going unfilled, and the reasons for this phenomenon are varied and difficult to isolate. Some employers may be seeking educational, skill and experience requirements which are too high for a given job. However, those skilled or capable of meeting the employer's requirements may, in some cases, be reluctant to take such lower level and poorer paying jobs in the hope that something better or more suitable will turn up. Although other applicants may be able to meet the actual work requirements, they are being effectively blocked from having access to these opportunities.

Another factor which appears to explain why some jobs remain unfilled relates to a negative perception by the individual of the work, the wages, the working conditions, and the reputation of the company as an employer.

There is a growing belief, especially among the young (which to some extent is a by-product of the "do your own thing" syndrome) that no one should be forced to do what he doesn't want to do: that man should be liberated from much of the seemingly trivial, degrading, mundane, mechanistic, repetitive, routine and mindless labour that in their view should be done by machines or by those who are physically and mentally capable of doing little or nothing else.

Many of this group feel that the state has the obligation to provide or see that opportunities are provided which are deemed of utility to the individual. Failing the state meeting its "obligations" in this respect, the individual either feels he has a right to be supported by the state (which allegedly is responsible for his plight), or at least he sees nothing wrong with "living off" government assistance until he finds what he feels is his niche in life. We have already evaluated this belief as it relates to the welfare assistance programme in Chapter V.

Knowledge of Employment Opportunities

Probably many job opportunities simply never come to the attention of the employable welfare recipient since his job-search skills tend to be restricted, and the existence of job counselling services are limited, fragmented, and uneven in quality. Also, it must be pointed out that his efforts to seek employment are primarily made through Canada Manpower, the inventory of which represents only some 23% (according to the Economic Council of Canada) of the available job openings.

Short-Term Employment

During periods of economic downturn, a greater percentage of the available lower skill jobs fall within the part-time, seasonal or casual category rather than the permanent category.

In fact, many unskilled or low skilled are now working virtually full time jumping from one part-time or casual job to another. Unfortunately, the opportunities in this area are not as attractive for welfare recipients as they may be for others, as discussed earlier in this Report.

Because firms are concerned about adding permanent employees, with all the inherent cost and responsibility factors, there has been a growth in the number of short-term employment opportunities in relation to the number of permanent opportunities. The public sector has also stimulated short-term employment opportunities through a variety of temporary employment programmes.

While the various "Winter Works" projects of the Canadian and provincial governments have a number of positive features, they have an air of hurried improvisation that hinders efficient economic planning. Moreover, they do little to provide any continuing benefit such as the acquisition of a skill. They remind us that the proper role of government in work creation in times of high unemployment has yet to be clearly enunciated. Work creation by government may be reserved for "emergencies", but past experience and future projections of unemployment rates suggest that the emergency may be chronic. A formulated policy, and a central structure for implementation of it, to meet future needs is desirable. On the provincial level, it would be advisable to have a single agency charged with the responsibility of reacting to work force problems of under- or over-employment. This could avoid competition among departments of the provincial government as well as hasty and unco-ordinated planning.

A pre-established policy and a central mobilization agency would yield advantages such as the eliminating or reducing of overlap in programmes aimed at work creation or work force training, expansion or contraction; ensuring that those who need the benefits of the programme most receive them on a priority basis; facilitating programme development in specific locations where need is greatest; and lowering administrative costs.

WE RECOMMEND THAT ONE PROVINCIAL DEPARTMENT ASSUME OVERALL RESPONSIBILITY FOR THE IMPLEMENTATION OF GOVERNMENT POLICY RESPECTING THE WORK FORCE. THIS RESPONSIBILITY SHOULD INCLUDE: (1) IDENTIFYING THE NEED FOR WORK CREATION PROJECTS; (2) PLANNING SUCH PROJECTS ON A PRIORITY BASIS AS TO LOCALITY AND WORK FORCE GROUP, AND (3) CO-ORDINATING THE DEVELOPMENT AND OPERATION OF SUCH PROJECTS.

CHAPTER VIII:

Their Employment Needs

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Their Employment Needs

In the long term, the needs of welfare recipients are conceptually reasonably clear. Essentially, they need to be fully integrated into and competitive with the regular labour force. The question then becomes what steps are necessary to provide a bridge between the present state of dependency on the welfare system and being established as an independent and self-supporting member of the Ontario labour force. In the following text, we attempt to set out our perception of the needs which must be met if we are to help this group.

Better Data

It is obvious that we don't know enough at present about the unattached so-called employable welfare recipient. The extent to which his particular problems are identified and acted upon vary in quantity and quality throughout the system. Although a wide range of public and private social services exist in many communities, such services may not be adequately taken advantage of because for one reason or another insufficient information is obtained about the individual when he enters the welfare system.

Specifically, there is a need to identify as precisely as possible any impediments he may have to employability. Such impediments may or may not be job-related. Until these problems are identified and positive action taken to eliminate or reduce these problems, the odds are he will never become fully competitive.

A Tailored Plan

With more sophisticated information available on the individual and his problems, it would be possible to develop, in consultation and co-operation with different problem-solving agencies, an action plan to lead the individual over existing hurdles to a point where he can be fully integrated into the work force.

The development of an action plan is critical. We are convinced that there are a significant number of persons who should not be left to fend for themselves, especially in periods of high unemployment. It is difficult enough for the average person to know about and cope with the maze of programmes and organizations that exist, and even more difficult for the welfare recipient.

The identification of steps which must be taken, in fact the development of a critical path for this individual, is essential. He needs to be made aware of the services and opportunities that are or may be open to him. He must also understand the relationship between his problems, the services that exist, and how they may help him. By identifying problems and problem-solving opportunities, a skillful counsellor can help the recipient to build, and, more importantly, to perceive that he is building, upon a series of attainable steps to reach the point where he can compete in the work force. Part of the problem so often is the confusion, exasperation and frustration of the welfare recipient unable to cope with or to unscramble and sort out, the various components of what appear to be insurmountable obstacles to employment. Thus, there is the need for a plan, an identification of the steps necessary to achieve full independence, the recognition and acceptance of these steps by the welfare recipient and the recognition by his counsellor that they must be acted upon in a sequence and at a pace geared to the individual.

Outreach and Advocacy

There may be the necessity to go out into the community to reach these people because it is unrealistic to expect that they will, on their own initiative, come for help.

Although some recipients may, following the initial screening and counselling process, simply require direct referral to Canada Manpower for placement or enrolment in an established training programme, many need some sort of proactive assistance. Insofar as they have impediments to regular training and placement opportunities and are incapable, for one reason or another, of taking advantage of existing services which might aid in enhancing their employability, there is a need for an advocacy function to ensure that these services are, in fact, delivered to those who need them.

Thus, in addition to working out a plan with the individual, the counsellor must also act as the linkpin with the service or services that may be required. For example, if a course in basic training and skill development is indicated, it is not sufficient solely to see that the need has been identified, but to ensure in conjunction with the training counsellor that the individual gets the training at the appropriate stage in the plan.

Follow-Up

The objective is to identify those steps necessary to help the individual to become independent and self-sustaining. A further key ingredient to ensuring the achievement of this objective is the provision of adequate follow-up to ensure that the steps in the individual's plan are being met and, if not, to determine why. It may be necessary to adjust the plan if certain aspects have proved deficient or if the individual is having difficulty.

If the expectations of the individual are aroused in the development of a plan with which he can identify, potentially irreparable damage can be caused if the plan, as developed or amended, is not carried through.

The needs of the individual include, of course, appropriate training, the identification of relevant job opportunities, his placement in a job with which he can cope, and the provision of supportive services until he can retain a job on his own.

Effective training should be based on the requirements of the job to be performed. It should also develop his capacity to be self-sufficient. The efficiency of training is gauged by how well it takes someone from one stage or level of skill development to the higher stage in the shortest time, and at the least cost.

As already noted, some mainline training programmes, such as apprenticeship, tend to be beyond access to most unattached employable welfare recipients because of the eligibility requirements. On the other hand, the ability to actually do the job of a tradesman or journeyman may not in fact be beyond the individual's capacity at all. Accessibility to programmes such as apprenticeship is, to some extent, enhanced for many (particularly those with very low levels of education) through "bridge" training programmes such as the Basic Training and Skill Development Programme "seats" purchased by Canada Manpower from the Province.

The problem appears to lie not only in the "input" orientation of much of the training that is provided, but with the process of getting these people into the right kinds of training programmes, monitoring their progress very closely and taking better structured measures to build confidence which is perceptible to them.

The type of training, the rate at which it proceeds, and its integration with work opportunities all are important. Also important is a continuity to show the individual that his persistence pays off in terms of specific employment opportunities.

Relevant Job Opportunities

While training is important to equip the individual with the basic tools he requires to make him employable, training for training's sake (that is, if one is training just to be in his eyes a higher skilled member of the unemployed) can have a very deleterious effect upon the individual, particularly as it relates to motivation.

It appears that the lower level of education, and perhaps more generally speaking, the greatest number of impediments that an individual may have to normal employment opportunities, the more critical it is to tie training closely to employment. This suggests a "sandwich" approach to training embracing alternating layers of relatively short job-oriented training courses and on-the-job experience.

The advisory and advocacy role of a counsellor would be critical, not only for ensuring that the individual is placed in an appropriate training programme, but also for ensuring that employment opportunities are actively sought out which are consistent with the training and, to the extent possible, also with his developing skill capability and aspirations.

Essential Supportive Services

Apart from the identification and development of a meaningful training and employment plan for the individual, a further vital element in implementing the plan is the provision of adequate support. Such support would be primarily in the form of financial assistance to minimize the risk of a financial impediment. In other words, there should be adequate incentive for the individual to commit himself fully to the completion of the plan. The element of security is vital. Throughout the various phases of the plan, the individual should be made to feel reasonably secure and should not have to be emotionally and mentally preoccupied with concern over where the next meal is coming from.

Subsidies should always be available to ensure that the trainee has adequate financial support.

Future Job Opportunities

If we knew the future, we could better plan the present; a truism that is valid for our educational and training plans designed to produce the work force for the latter decades of this century. Estimates based on current trends are welcome guides and the Task Force has had available a study issued in September 1971, by the Ontario Department of Treasury and Economics entitled "Costs and Future Educational Requirements for the Labour Force".

This study forecasts that a changing economic and commercial structure will require a differently proportioned work force. During the first half of the 20th Century, the Ontario economy has been dominated by the production of goods. In the present and future it will be increasingly dominated by the production of services. The most salient expansion of job opportunities in the next 20 years will be in the services sector. In 1991, the Ontario labour force will be just under 5 million persons and two of every three jobs will be in the service industries.

Such industries include restaurant, hotel, domestic and hairdressing services, as well as the work connected with recreational and horticultural activities. These jobs obviously do not require the highest degree of personal ability, and the increase in their number could do much to reverse the present trend whereby the lesser skilled manual worker is progressively excluded from the work force by the scarcity of this level of employment. Such a development suggests that persons with the characteristic profile of the welfare recipient may have better opportunities in the workaday world of the 1990's. Yet these workers will need education and training for the job. The study estimates that half will require basic secondary schooling and the remainder will need further specialized preparation; such as on-the-job training, manpower retraining or Community College courses.

The next largest increase after services will be in clerical employment. This calls for greater concentration on business and commercial training which can be achieved through basic commercial courses in secondary schools supplemented, for some, by business administration education in the Community Colleges.

The march of our economy into the future will not outpace the rank and file of workers but they will have to acquire a higher average level of proficiency. Those industries such as agriculture, transportation, public utilities and mining and construction, which are today largely manned by persons with elementary schooling, will employ a declining proportion of the work force. The industrial horizon of the future as seen in this study seems to require us to aim our present employment preparation programmes to a higher level. There must be an upgrading of the total potential work force.

We hope that these heightened requirements will not be beyond the capacities of any significant population group. If academic qualifications are over-stressed at the expense of practical skills, many persons who could perform well on the job may be excluded from training because they are not academically inclined. Employers today often demand from potential employees diplomas and degrees marking intellectual accomplishments which bear little relation to the work skills, while skill training courses demand, both in prerequisites and course content, large portions of academic study. The mechanically inclined, the person whose intelligence is empirical rather than abstract, is placed at a disadvantage. If more of the population must be trained in future to meet an increased need for qualified workers in service and clerical employment, the training may have to take a less academic form. The Task Force believes that both the educational-training systems and the industrial-commercial employers must chart a course that will take advantage of the talents and capacities of the people available. New types of jobs may have to be created as well as new types of job preparation. In addition to fitting the future worker to the economic pattern, social leadership must learn to utilize better the men and women populating our future society.

CHAPTER IX:

**Existing Placement and
Training Programmes**

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Existing Placement and Training Programmes

Within Ontario, there exists a myriad of public and private organizations offering a range of services which directly or indirectly can be identified as relating to human resource development.

In order to offer an overview of the various major organizations and services which exist, the following descriptive analysis is organized on the basis of those services available through the public and private sectors. Within the public sector they are grouped according to the level of government through which they are provided.

Current training programmes are described in this chapter. A more comprehensive treatment of them is contained in Appendix G.

Department of Manpower and Immigration

The Department of Manpower and Immigration was created by the *Government Organization Act, 1966*. This Act provides that the duties, powers and functions of the Minister of Manpower and Immigration extend to and include all matters on which the Parliament of Canada has jurisdiction, not by law assigned to any other department, branch or agency of the Government of Canada, relating to

- (a) the development and utilization of manpower resources in Canada;
- (b) employment services; and
- (c) immigration.

The legislation relating to the manpower and employment services of the Department include:

- (a) Part VII of the *Unemployment Insurance Act, 1971* which concerns the national employment service.
- (b) Part II of the *Unemployment Insurance Regulations (1955)* which concerns the national employment service.
- (c) *Adult Occupational Training Act* and Regulations.
- (d) *Manpower Mobility Regulations*.
- (e) *Vocational Rehabilitation of Disabled Persons Act*.
- (f) *Canada Manpower and Immigration Council Act*.

In addition, the Department administers the *Immigration Act* and Regulations. The responsibility for immigration has been assigned to the Department on the basis that immigration policies and domestic manpower policies must be mutually supportive and closely integrated.

Objectives of the Department

The stated primary purpose of the Department of Manpower and Immigration is to contribute to Canada's economic growth through the maximum development and utilization of manpower resources. While the objective is basically economic, it is not deemed to be in conflict with social goals of a better life and greater opportunity for all citizens.

The Department's major concerns include:

- (a) facilitating the economic growth of Canada by endeavouring to ensure that the supply of manpower matches the demand — qualitatively, quantitatively and geographically; and
- (b) the movement, training and upgrading of people, with the objective of placing them in continuing employment.

Programmes of the Department

Stemming from its mandate to assist economic growth, the Department has responsibility for a wide range of functions and programmes. These include:

- (a) Promoting the matching of people and jobs through an employment service carried on by more than 400 Canada Manpower Centres across Canada;
- (b) collecting, analyzing and disseminating manpower and labour market information to promote more efficient functioning of the labour market;
- (c) assisting workers by assessing their capabilities and by counselling them on alternative courses to follow, including training and mobility;
- (d) providing for the training of workers to enable them to make a maximum contribution to labour force performance while helping to ensure the adaptability of industry in an era of change;
- (e) enabling workers to move from labour surplus areas to areas where jobs are available;
- (f) participating with the provinces in jointly financing the Vocational Rehabilitation Programme for Disabled Persons;
- (g) facilitating manpower adjustment to industrial and technological change through the Manpower Consultative Service.

The Department also carries out a number of special programmes in the manpower field. Some of these are the Agricultural Manpower Programme to provide manpower for agriculture at peak harvesting seasons; programmes for

youth such as student summer employment campaigns and "Operation Retrieval" which is designed to put Canadian students abroad in touch with Canadian employers; and special recruitment and training activities in connection with regional development incentive activities of the federal Department of Regional Economic Expansion. The Department has also assumed responsibility from the federal Public Service Commission for recruitment for positions in the Operational and Administrative support categories — comprising some 100,000 positions.

Canada Manpower Centres

The bulk of the Department's services designed for individual workers and employers are provided through the Canada Manpower Centres. These Centres are the primary points of contact with the public and the means whereby most manpower programmes and policies are translated into services to meet the needs of workers, employers, organizations and the economy as a whole. Thus, at the local level these services include:

- (1) Counselling and testing, including the development of vocational plans, particularly for new entrants to the labour force and others with few or obsolescent occupational skills;
- (2) placement of workers;
- (3) recruitment for employers;
- (4) employer relations, which includes informing employers of available services and programmes, soliciting current and expected job vacancies, advising on labour market and industrial developments and manpower supply, and assisting employers in manpower planning;
- (5) "clearance" services for assisting in alleviating local labour shortages and surpluses. ("Clearance" is the term applied to a system which geographically extends the search for workers or jobs throughout Canada and Overseas.);
- (6) selection and authorization of clients for training and allowances under the *Adult Occupational Training Act*;
- (7) selection and authorization of clients for exploratory, relocation and trainee travel grants under the Manpower Mobility Regulations;
- (8) development — in co-operation with other federal agencies, provincial and municipal authorities, and employer for worker organizations — of special applications for manpower programmes to resolve difficult manpower adjustment problems, and to increase the employability and employment of the handicapped and other disadvantaged persons. This includes referral to outside agencies and to provincial rehabilitation programmes under the *Vocational Rehabilitation of Disabled Persons Act* and Agreements;
- (9) dissemination of labour market information; and
- (10) special services to immigrants, including reception, specialized counselling, settlement services and adjustment assistance.

Canada Manpower in Ontario

In Ontario, Canada Manpower has numerous centres of various types. There are 89 Canada Manpower Centres and Branches; 26 itinerant counsellor offices; 13 seasonal offices; 14 University and Community College offices; and 10 casual labour offices.

Details of Their Programmes**(a) Employment Service**

This is the basic Manpower activity. It involves the finding of jobs for workers and the finding of workers for jobs. More particularly, it includes:

- (i) Interviewing and, when necessary, testing for aptitude and proficiency to assess the client's potential in relation to the current labour market. This does *not* include personality or motivation testing or medical assessment.
- (ii) Counselling related *only* to occupations, occupational opportunities, and to determining employment barriers and, where possible, reducing those barriers. Supportive counselling and follow-up counselling for clients with social problems in addition to employment problems is not something that the Centres can provide.
- (iii) Referral to a listed vacancy for which the client is qualified. No preference is given to any particular category of clients. Clients have access only to specific occupations or occupations for which they qualify.
- (iv) Referral to Canada Manpower Training Courses if a suitable place exists.
- (v) Movement through mobility programmes, if applicable.
- (vi) Referral to an appropriate agency if barriers to employment are social, medical or familial rather than purely occupational.

Canada Manpower's legislation prohibits discrimination on the basis of age, sex, marital status, race, colour, religion, national origin or political affiliation to influence any of the above services.

(b) Employer Service

This activity is aimed at helping employers meet their manpower needs, both immediate and future. Manpower counsellors meet regularly with employers to identify their current and long-range needs for workers and to assist them with respect to bringing persons from other areas if necessary.

(c) Canada Manpower Training Program (CMTPT)

This activity is aimed at helping adult members of the labour force to upgrade their skill qualifications or acquire new skills for the purpose of increasing their employability and their earnings.

Courses are put into effect aimed at the needs of the labour market insofar as this is possible. There are five types of courses:

- (i) Provision of a skill or upgrading of a skill;
- (ii) provision of some basic academic training necessary to enter a skill course or job.
- (iii) Provision of language training for immigrants;
- (iv) apprenticeship training; and
- (v) training-in-industry.

In Ontario, a person must be 17 years old and out of the school system for one year to be eligible for this training under CMTTP. To be eligible for allowances, the client must have had a continuous attachment to the labour force for three years at any time in his past or have dependants. Allowances range from \$47.00 to \$113.00 per week depending on the number of dependants. He can also be eligible for a \$25.00 per week living away from home allowance.

No person can be authorized more than 52 weeks of continuous basic academic upgrading at any one time. For skill courses, a minimum of Grade 10 education is required by the Province.

(d) Canada Manpower Mobility Program

In essence, this programme is designed to assist a worker who is unemployed, about to become unemployed, or underemployed, for whom there are no local opportunities, who has to move to obtain a job, and who is unable to move without financial assistance.

The Mobility Programme is administered under the authority of the Manpower Mobility Regulations which specifically provide three types of financial assistance:

- (1) Trainee Travel Grants and Commuting Allowances which enable adults to take training in a locality other than their own;
- (2) Exploratory Grants which enable a worker to search for employment in another area; and
- (3) Relocation Grants which assist a worker in permanent relocation.

The primary aim of this programme is to assist workers to explore job opportunities and/or relocate in the nearest area which offers good possibilities of permanent employment when that worker is unemployed, about to be unemployed (he has received written notice that his employment will terminate on or before a specific date), or underemployed (when the job he now holds is on a skill level less than that for which he has been trained and at which he has worked), but is unable to move without financial assistance.

The programme is not intended to assist those workers who simply want to change jobs or for whom there are, or are going to be within a reasonable time, opportunities of continuing employment where they live.

A worker who finds himself in one of the three situations above may go to the nearest Canada Manpower Centre to seek a solution to his employment problem. During the interview with the Manpower counsellor, both he and the counsellor might agree that relocation to another area is the answer to his problem, and the counsellor may draw on mobility funds to assist the worker. Assistance is not granted automatically. The proposed move must be discussed in advance of the worker's relocation to ensure that it is in his best interest and is the alternative which best resolves his employment predicament.

Canada Manpower must deal with each case on its own merits, and although on the surface many cases may present similarities, eligibility must be decided on the factors peculiar to the individual. Since the prime factor of eligibility is the worker's inability to find suitable employment locally, the decision to assist him rests with the Canada Manpower Centre where he lives. Only that centre may authorize a grant. No other centre has that authority nor may it block the relocation of a worker into its area.

The assistance which can be provided under the Mobility Programme is in the form of transportation costs and moving costs. Transportation costs include fares, meals, accommodation for the worker and his dependants, and financial assistance to re-establish his family in the new place. The ceilings are \$100.00 for the worker, \$100.00 for his first dependant, \$200.00 each for his second and third dependants, and \$100.00 each for every other dependant with no limitation as to numbers. Moving costs cover his household effects. If the worker owns a home and sells it within one year after relocating, he may receive \$1,000.00 to offset real estate fees. If he purchases a home in the new locale within one year after moving, he may receive \$500.00 to compensate for costs of moving.

This assistance is in the form of a grant and not a loan. None of it is recoverable except when obtained falsely or not used for the purpose intended. No means test is used to establish either the need for full or partial assistance. If the worker is eligible for assistance he is entitled to all of the benefits. Only when the new employer participates financially in the move does the client receive less than the full amount.

(e) Adjustment Programme

The Canada Manpower Consultative Service exists to help labour and management find solutions to the problems that could cause dislocation of workers because of technological, economic or other kinds of change. They have been, for example, working in co-operation with the Ontario Department of Labour in attempting to mitigate the effects of mass layoffs.

(f) On-The-Job Training Projects

This programme, just recently underway, is designed to assist and encourage employers to prepare for future expansion by engaging, under actual work conditions, unemployed persons to learn marketable skills. Special emphasis is placed

on young unemployed people who are ineligible for the existing Canada Manpower training programmes. Persons who would otherwise be unemployed can thereby learn on-the-job skills which will hopefully be of continuing value to them by increasing their employability or earning capacity and by preparing them to take advantage of future employment opportunities.

Canada Manpower requires these projects to provide:

- (1) Meaningful training and work experience in useful, transferable skills with a continuing value;
- (2) a training period of between 3 and 12 months (average courses are expected to be six months); and
- (3) training for employees who are additions to the employer's regular work force for the period covered by the training.

Financial assistance for approved on-the-job training projects is provided to employers in two ways:

- (1) A tax incentive in the form of a 160% write-off of trainee wage costs to permit a 75% recovery for firms at the 50% income tax level.
- (2) Direct payments by Canada Manpower of 75% of trainees' wages for firms that are not able to take full advantage of the tax incentive, (for example, non-taxable corporations such as public utilities), or in the case of firms for which direct payments would be more suitable. In cases where a portion of an employer's training costs are already met by grants from government at any level, assistance under this scheme may be reduced to make up a total of 75% of the actual wages paid to the trainee.

Canada Manpower Centres are responsible for the selection and referral of trainees for approved on-the-job training projects. Priority is being given to unemployed workers falling into two categories. The first category comprises members of the labour force actively seeking work through a Canada Manpower Centre, with particular emphasis on those for whom lack of recent work experience is a barrier to employment, including youth, women re-entering the labour market and welfare recipients. In the second category are graduates from the Canada Manpower Training Program, or similar vocational training courses, who require further training on the job or work experience before they can be fully competitive in the labour market.

In all cases, trainees must be persons likely to derive continuing benefit from the training and work experience in terms of increased employability or earning capacity.

Trainees become employees of the company for the duration of training, and preferably longer. They are paid the going wage rate. In addition, they receive the

usual fringe benefits and workers' protection, as established by the employer for his regular staff.

Trainees in approved on-the-job training projects are eligible for exploratory or relocation Mobility Grants if they wish to participate in an on-the-job training project in a locality other than that in which they live.

(g) Local Initiatives Programme

Somewhat similar to the Opportunities for Youth programme, the Local Initiatives Program is providing \$50 million to municipalities, in consultation with provincial governments, and \$50 million to community organizations and private groups to finance labour intensive projects to add to the quality of community life. Its primary purpose is to create additional employment for the period between November 1, 1971 to May 31, 1972, by encouraging the initiation and implementation of new programmes, projects and services at the community level. We have just been informed that the initial \$50 million made available to community organizations has been increased by an equal amount.

Approved projects, which must provide at least 15 man-months of work, receive their support through initial, intermediate and final payments.

(h) Special Programmes

Canada Manpower has attempted to provide assistance (direct or indirect) to special programmes which are aimed at assisting groups with special occupational disadvantages. A brief outline of some of these efforts should be noted.

(1) Youth Programmes

Special summer job placements have been conducted throughout Ontario in co-operation with the Chambers of Commerce, Boards of Trade and other community agencies. Youth Employment Service (YES) is being carried out on an experimental basis. In co-operation with the Rotary Club, Y.M.C.A. and the Ontario Department of Labour, the programme attempts to provide special orientation and vocational counselling for youth between the ages of 16 and 21 who have problems in obtaining or in holding jobs.

(2) Partial Project Assistance

To assist a number of projects which focus on employment problems in whole or in part, Canada Manpower has often seconded counsellors on a full or part-time basis in addition to making grants available. Examples are Project 71 and CRUNCH in Toronto, and the Lower Town East Urban Renewal Project in Ottawa. To detail an example, CRUNCH operates out of a community centre in Toronto and is designed to meet the needs of those who do not find satisfaction in traditional employment. It attempts to help young people find meaningful work alternatives as well as to create as many employment opportunities as possible within the community. The project offers:

- (i) Assistance to community business by the provision of seed money to establish non-profit enterprises which would fill a need in the community;
- (ii) alternate employment, by developing a pool of community and street-level jobs; and
- (iii) part-time employment, through the development of a pool of part-time jobs for youth desiring this form of work.

Unemployment Insurance

The essence of an unemployment insurance programme is the provision of maintenance benefits to an individual who has been working and has recently become unemployed. On January 2, 1972 a major overhaul of the *Unemployment Insurance Act* (Canada) became effective. Prior to that date, the unemployment insurance scheme covered only certain segments of the work force, and within those segments to be eligible for benefits an individual must have paid into the plan contributions from his income deducted weekly for at least 30 weeks in the two years prior to his making a claim. Persons who could obtain only sporadic employment often did not qualify.

One of the basic features of the new Act is the lowering of the minimum eligibility requirement to eight weeks of attachment to the labour force in the last 52. Information Papers provided by the Canada Department of Labour to the Parliamentary Standing Committee on Labour, Manpower and Immigration express the rationale of the new time requirement:

We cannot ignore the deplorable fact that under the current plan, several hundred thousand workers who will become unemployed cannot meet the existing requirements. Persons in this situation generally turn to public welfare agencies for assistance. . . . One of the main purposes in reducing eligibility requirements is to provide a minimum benefit to those people who have a short work history as it is often this group that has the most difficulty in becoming re-employed. . . . With today's rapidly changing economic environment, the very large relative increase in the number of younger people in the work force, and the increased mobility of the working population, it has become necessary to relate entitlement of benefits to a much shorter and more recent work history.

In addition to reducing the period of required labour force attachment as a condition of eligibility, the new Act significantly extends the occupations to be covered. Now, approximately 96.3% of all employees in the labour force will receive coverage.

In the new plan, the amount and duration of benefits are also altered. The new benefit rates will be 66⅔% of one's past average earnings to a maximum of \$100.00 per week. Under the old scheme the maximum amount payable to a person with no dependants was \$42.00 per week. Under the new system, the maximum duration of benefit payments is 51 weeks. The actual duration of benefits depends on the labour force attachment, the national and regional unemployment

rates and the willingness of the applicant to use the advisory services available in order to help him find work. Flexibility is built into this system by providing for an additional 4 to 8 weeks of benefit if the Canadian unemployment rate is over 4%, and a maximum of 18 extra weeks where the regional unemployment rate is over 4% and exceeds the national average by more than 1%.

In the light of existing information, it is quite difficult to say how the new plan will relate to the Provincial welfare system. The higher rate of benefits should reduce the need for welfare supplements. The lower eligibility requirements for benefits, and the availability of special benefits such as maternity leave maintenance, should also tend to reduce welfare costs. The Unemployment Insurance Commission has estimated that the new plan will bring a net reduction of some several million dollars in welfare costs for Ontario.

A particularly interesting feature of the new unemployment insurance plan is its connection of benefit payments with advisory services for the unemployed. It would not appear that the proposals offer any alternative source of rehabilitation or employment services. No job preparation, job finding or job placement efforts are ostensibly involved, although the Task Force has been told that the Commission has assigned several hundred counsellors to its Claimant Assistance Program. A recent Federal-Provincial Task Force on Public Assistance has described the counselling that may be expected:

The new services under the plan involve a limited counselling service amounting to two interviews with each claimant in phase two of the benefit stream and referral to Canada Manpower Centres or other government services for assistance with the claimant's employment problem. The interviews are designed to diagnose the claimant's employment problem, to motivate him to re-employment and to give him advice and direction concerning use of government services. They are also of an investigative nature to determine continuing eligibility for benefits. The claimant is required to show that he is capable and eager to be re-employed and demonstrate to what extent he has taken advantage of the employment services to which he has been referred.

In light of the above description of the Claimant Assistance counselling programme, it is interesting to note that a form letter which is sent by the Commission to its claimants advises the claimant of the counselling services and continues: "This programme is voluntary and is not related in any way with U.I.C. benefit control activities".

As will be apparent, the U.I.C. counselling is primarily concerned with improving an individual's ability to *seek* work, rather than to improve his innate abilities. The importance of job-seeking assistance is of course unquestioned. The chances of finding employment are greatly increased if a variety of search techniques are utilized. To the extent that the Commission is able to direct its clients in the art of job-seeking, its role — given its expanded scope — should assume major significance.

Of long-term interest is an additional feature of the new Act which provides for a computerized inventory of all unemployed persons. Indications are that

attempts will be made to refine this inventory to contain as much information as possible for use in other government programmes. For purposes of evaluation and studies, this development will no doubt be useful. It will be of particular interest to those involved in the welfare system because of the hope it offers that inordinate delays in processing U.I.C. claims may cease. These delays are the reason for a significant number of welfare recipients being on the rolls. The new scheme will not eliminate reliance upon welfare, because no claimant is eligible for benefits until two weeks have passed since his employment terminated. In addition, it will, at best, be three weeks from the time of eligibility until payment. For persons with few resources, even five weeks without income cannot be endured. The welfare system will clearly have to continue to participate in helping these people. We have already made a recommendation in respect of such duplicate maintenance.

Ontario Department of Labour

The Department of Labour Act provides that the Department shall, among other things, "ascertain the localities in which mechanics, artisans or workmen in any particular trade or industry are required and, wherever practicable, assist in supplying the demand for such work or labour". It provides also that the Department shall "establish and maintain in the various centres of population throughout Ontario employment offices and similar agencies for obtaining suitable employment for persons, both male and female, in any of the trades, occupations, or professions and for procuring workers for employment in any of the trades, occupations or professions, and, subject to *The Employment Agencies Act*, to regulate all voluntary, private or municipal employment bureaus".

Also of interest, the Act states that the Department shall "inquire and report as to the establishment of new industries in Ontario in any case where, by reason of the production of raw materials for such industry in Ontario or the immigration of persons skilled in the particular industry or other circumstances, it appears that such industry can be profitably carried on".

Based upon its own legislative mandate, one would infer that the Department of Labour plays a key role in the development and administration of Provincial manpower policies and programmes. In fact, its major manpower involvement along these lines is found in the activities of the Industrial Training and Research Branches. It neither operates any direct employment placement services, nor does it advise the government on the potential establishment of new industries in Ontario. The former function has been assumed by Canada Manpower and the latter by the Ontario Department of Trade and Development.

Industrial Training

The objective of this programme is to optimize the qualitative and quantitative supply of properly trained men and women for employment in industry in Ontario.

The programme consists of four activities, the first two of which are financed

jointly by the Provincial Department of Labour and Canada Manpower:

(1) Apprenticeship

This activity is aimed at ensuring an adequate supply of trained men and women at the "journeyman" level and includes counselling, on-the-job training, progressive achievement testing, training scheduling, evaluating credentials, inspection, preparing training contracts, and record keeping.

(2) Short Term Training-in-Industry Program

This activity is geared to providing industry with occupational skills by training the unemployed and retraining or upgrading the underemployed and includes analysis of training requirements, development of curricula, subsidization, and programme monitoring. It also provides for the teaching of "trades English" and remedial technical training programmes for immigrant tradesmen.

(3) Qualification and Standards

This activity establishes and maintains standards of proficiency in particular trades. It includes voluntary and compulsory certification, letters of authority, inter-provincial standards, practical tests in 26 languages for immigrant tradesmen, and an accreditation programme based upon achievement testing at training agencies.

(4) Modular and Other Experimental Training Programmes

These are designed to develop more flexible and effective methods of conducting industrial training. They include work force occupational analyses, specification of behavioural objectives, curriculum development, instructional technique programmes and development of selection criteria as a counselling aid.

Modular training is based on the simplest of principles which assumes that, if we wish to train someone to do a specific job, we must first determine the kinds of tasks that make up that job. By the process of occupational analysis, it is possible to determine the elements of skill and knowledge the worker will require to perform those tasks. Skill and knowledge components are then grouped to form curriculum units or "blocks" of training and these blocks, in turn, represent the training profile for that given occupation.

The blocks fall quite logically into two classes: "related blocks" representing academic subjects and trade theory normally taught in the nearest Community College, or even on company premises, if necessary; and "on-the-job blocks" representing practical skills taught in the work environment.

Modular training, through its flexibility, may be used to provide: skills to the unskilled as a means of increasing employability; a way of integrating all levels of secondary school and Community College students into the work force; upgrading of employed workers to a higher level of productivity and earnings; retaining of workers in new skills as dictated by changing technology; and concentrated training for highly specialized skills.

Such training has particular advantages for the disadvantaged segments of society in that there are no prescribed entrance requirements in terms of education or work experience. This removes a barrier which normally excludes the disadvantaged from participating in traditional institutional or industrial training programmes. Training can be structured to teach a wide range of skills, as for example, from the minimum required to operate a simple machine such as a drill press to the complex skill requirement of a tool and die maker.

Every person brings to each job situation some body of knowledge and experience and the modular system provides a means of identifying such knowledge and experience in terms of blocks. For the disadvantaged client group, many of whom are drop-outs from the school system, this facility to identify useable and creditable units of occupational capability can help to restore self-confidence and can be a strong motivating factor.

Curriculum units available in the modular system involve training of relatively brief duration and when taken one at a time or in small groups can provide immediate reward for blocks attained. This system, then, is capable of providing tangible accomplishment in a matter of weeks as opposed to a period of from two to five years as in many traditional approaches, such as technician and apprenticeship training, in which the reward for some is too far removed to provide sufficient motivation.

Inherent in this system is a plan of Provincial accreditation incorporating a Qualification Record Book which provides a tangible and, at the same time, portable record of accomplishments. Accordingly, the worker may begin at a very modest skill level and increase his qualifications gradually as job opportunities and personal ambitions permit. The portability of the Qualification Record will provide, also, for a steady growth in occupational capability in spite of the fact that it may be necessary for the worker to move from employer to employer in order to maintain any measure of employment continuity.

Finally, training by modules can afford an opportunity for the employer to build wage incentives into the training programme as a means of providing additional motivation for the trainee.

With the exception, to some extent, of short term training-in-industry, the Ontario Department of Labour's general orientation is tied to meeting the training requirements of industry as opposed to the conscious development of programmes geared to meet the needs of specific disadvantaged groups such as those of concern to this Task Force.

As part of the Ontario Government's Winter Works Programme, the Industrial Training Branch has launched a number of new opportunities for training which are aimed at those who are unemployed or those who are about to be unemployed by providing special incentives to employers. This training includes, for example, apprenticeship pre-employment training in co-operation with Canada Manpower, the upgrading of provisional certificate holders (primarily immigrant tradesmen) and on-the-job apprenticeship in small businesses.

Job Termination Notice

In the area of employment standards, changes were recently introduced in *The Employment Standards Act* to provide for notice of termination. Employers are now required to give notice or pay in lieu of notice for up to 16 weeks depending upon length of service and the number of individuals being laid off within a prescribed period.

The purpose is to provide a reasonable period for the individuals to adjust to the fact their employment is about to be terminated. It also provides, particularly in the case of a mass lay-off, for the more effective application of industrial relations machinery and relevant government services to mitigate the effects of the lay-off or closure.

With reasonable notice, an immediate and concentrated mobilization of resources and services, such as those which can be provided by the Ontario Departments of Labour and Trade and Development, Canada Manpower and the Unemployment Insurance Commission, may be able to locate new job opportunities, to facilitate enrolment in suitable training programmes or, at least, to expedite the payment of unemployment insurance benefits. The implications for the welfare system are obvious.

Ontario Colleges of Applied Arts and Technology

Another important facility for work-force training are the Ontario Colleges of Applied Arts and Technology. Since their inauguration in 1965 by the Ontario Government, "Community Colleges" have been established in 20 centres with about 40 individual campuses.

Each College offers courses in three broad divisions — technology, business and applied arts. The main courses are of one, two or three years' duration, accompanied by a variety of short courses of many kinds. Through the technology division, an apprenticeship programme is carried on in co-operation with the Ontario Department of Labour as well as the training of other technicians and technologists. The business division similarly offers a varied programme for the worker in the business world. The applied arts division supplies teaching in the liberal arts and social sciences to technology and business students and also gives integral courses in such areas as home economics, journalism, child care and social services.

Admission to the three-year courses requires Grade 12 standing from the five year secondary school programme as a minimum prerequisite. Applicants to the two-year or shorter programmes are admitted with any Grade 12 diploma. Upgrading to these levels is provided by the Colleges to persons 19 or over as a preliminary to entering the programme of their choice. This upgrading is designed to help the student cover the background studies as quickly as is possible for him.

Local control and response to the educational needs of the surrounding community are principles of the Community Colleges. Each is administered by a

local Board of Governors. These Boards are co-ordinated and guided by a Council of Regents and the Department of Colleges and Universities. A Board has a great deal of autonomy in determining curriculum and course content. If any group of citizens can show a need and a sufficient potential enrollment for an educational or training programme, this may be readily developed. These new institutions can be powerful and flexible instruments for tailoring education and training to the requirements of the particular community.

Ontario Department of Social and Family Services

The Ontario Department of Social and Family Services has established Project 500 as part of the Ontario Government's Winter Works programme.

Project 500 will create 500 new jobs in community service agencies throughout Ontario for people between the ages of 18 and 25 who have graduated from high school but were not able to find jobs in the fall of 1971. The Government has allocated approximately \$900,000.00 for this employment programme.

The Department of Social and Family Services is working in close co-operation with community service agencies, both public and private, in opening up suitable employment opportunities for persons within their organizations. Those invited to co-operate include such public and private agencies as municipal welfare offices, day care centres, day nurseries, homes for the aged, family counselling and family service agencies, sheltered workshops, charitable institutions and other community agencies involved in providing social services.

Those eligible may be unemployed single men and women, unemployed husbands and wives and unemployed mothers with dependant children. Young people who are handicapped or disabled will also be embraced in Project 500.

The innovative aspect of this Project is that the individual is paid by the Department but works in the assigned agency. They are employed for a period of approximately four months commencing January 1, 1972. The salary ranges from \$85.00 to \$100.00 per week to allow for varying wage levels.

In addition, the same Department promotes and subsidizes "work activity projects" designed to bring back into the employment stream those employable welfare recipients who exhibit insufficient motivation towards employment. These projects may consist of any type of work practice coupled with intensive counselling. Two such projects — in the Metropolitan Toronto and Grey-Owen Sound welfare administrations — are currently underway. Due to delays in receiving the necessary project approvals from the Department of National Health and Welfare, several of these projects have been abandoned.

The Department is also involved in other programmes of a rehabilitative nature as it relates to employment.

Local Welfare Administrations

Most of the activity of welfare offices is concentrated in determining eligibility and delivering other social services. There are, however, examples of activity

related to employment counselling and employment placement which are noteworthy.

An increasing number of welfare offices are beginning to refer welfare applicants and recipients directly to employment opportunities which have been brought to their attention. Many of the job orders which are placed with the local welfare offices relate to casual or temporary work. The arrangements are informal and most orders for jobs are received over the telephone.

Within the local welfare offices, an applicant or recipient may learn of job opportunities in any one of several ways. Job openings may be made known to intake workers who advise applicants whom they interview. In some offices, available jobs may be posted in the waiting room on a bulletin board or blackboard. It is also the practice of some field workers to call individuals on their caseload and inform them of such opportunities.

Some municipalities have made efforts to formalize and encourage the submission of job vacancies to the welfare office by local employers. For example, Metropolitan Toronto welfare offices have an arrangement with the Taxicab Conference to list any requirements with them.

In many Winter Works projects there is a requirement for a proportion of the manpower to be comprised of welfare recipients. In such cases, the hiring or co-ordinating agency of government lists the vacancies with the local welfare office closest to the work site. The Ontario Seasonal Employment Program (for example, dead elm tree removal) uses a referral slip system to ensure that the welfare recipients employed have in fact been referred through the local welfare office.

Generally speaking, all such hiring or placement functions, whether for Winter Works projects or for a private employer that are carried on through the local welfare administration are on an *ad hoc* basis. The degree of activity within each welfare office varies considerably from office to office. Very little job counselling takes place. This is explained in part by the fact that most of the jobs registered with the welfare offices call for unskilled labour and require very little matching of man to job.

On the other hand, however, some experimental employment rehabilitation efforts and pre-employment counselling are being carried out in Ontario by some municipal welfare offices. In such counselling, efforts are made to facilitate the placement of employable persons in receipt of welfare or persons about to become so, by arranging for their enrolment in training programmes or placement in jobs appropriate to their skill level.

On such operation provides special training for employment counsellors who have responsibility for improving the employability of individuals on their caseload. These counsellors solicit employment opportunities, match these opportunities with a job-ready individual, carry out follow-up visits for a certain period after placement, and arrange for various support services to assist the person in holding his job.

A noteworthy aspect of these projects is the emphasis on preventing the hired person from losing his job due to a recurrence of problems which initially hindered his employability, such as poor discipline habits and alcoholism. Because of the intensive nature of the counselling and follow-up required, caseloads of these special counsellors are low (70 to 80) in comparison to the average caseload (about 100).

Other Municipal Services

There are other examples at the municipal level of efforts to assist the employment of the disadvantaged including welfare recipients.

For example, in Ottawa there is the Lower Town East Urban Renewal Project which operates a storefront operation in an area that comprises a disproportionately high disadvantaged population. Among the various services provided by this project is a basic education upgrading programme offered for adults. Classes are given at a neighbourhood school to upgrade adults to the Grade 8 level. The majority of referrals are men between the ages of 19 and 45, many of whom are unable, because of their low educational level to qualify for the mainline skill training courses provided by governments. Most of the men attending these classes are on welfare. Welfare officials have agreed to continue providing assistance and indeed have encouraged them to attend the classes.

A similar project on a larger scale is operated directly by the Metropolitan Toronto Social Services Department.

Voluntary Agencies

The broad spectrum of voluntary agencies offers services which may be of assistance to welfare recipients. Although a few of these services are directly related to private placement, they are more often indirectly related in that they are aimed at helping individuals cope with problems which in the absence of treatment would preclude or lessen their chances for employment.

Many of these agencies provide various forms of counselling. The general orientation of such counselling is emotional rehabilitation rather than any direct effort to channel a person into a job.

The community-based organization is becoming an increasingly common phenomenon. Through direct services, outreach programmes and storefront operations in the cities they offer a focal point for the delivery of necessary services to specific groups.

Most community-based organizations also provide referral information. They bring to the client an awareness, for example, of services provided by other organizations which may be available to help the individual cope with his problem. For example, should a recent immigrant tradesman of Kensington Market in Toronto drop into St. Christopher House (a local community centre), he may through initial counselling be referred to an industrial training counsellor of the Ontario Department of Labour working out of a storefront office in the same community.

Many of these organizations have risen to meet the needs of specific groups. Such groups may be identified by the community in which they live or by the problems which they have in common. An example of the latter is the John Howard Society which offers direct and referral services to ex-inmates of correctional institutions. Their role is to help the individual integrate himself into a society from which he tends to feel alienated and to become a self-sustaining, self-respecting and productive member of the work force. Since some welfare recipients are within this particular group, the Society's efforts to rehabilitate ex-inmates and to remove impediments to their employment is of definite interest to the Task Force.

There are, of course, no agencies which specifically focus on the problems of the unattached recipient. However, many of the agencies — either directly or indirectly — play a role in resolving or preventing problems which would constitute impediments to employment. Alcoholics Anonymous is yet another example of a service agency helping its clients to overcome a problem which may have a definite bearing on the individual's potential employability.

Commercial Agencies

An understanding of employment placement efforts in the private sector must be founded upon a recognition that there are two distinct varieties of agencies operating at the present time in Ontario: employment placement agencies and temporary help services.

Employment Agencies

The first variety, the private employment agency, brings together a prospective employee with an employer who has a job to fill. The applicant is never an employee of the employment agency and performs no service for it. The employment agency does not pay his wages and does not contract with the employer for the performance of work. The agency simply brings two parties together to form a contract. The employment agency charges a fee for its services.

Private employment agencies are regulated by *The Employment Agencies Act* (Ontario). In that Act, "employment agency" is defined to mean "the business of procuring for a fee, reward or other remuneration, (1) persons for employment, or (2) employment for persons, and includes the business of counselling or testing persons for a fee, reward or other remuneration to assist them in securing employment". An employment agency must be licensed by the supervisor of employment agencies, an official of the Ontario Department of Labour, before engaging in business.

Regulation 241 made under this Act categorizes employment agencies in four classes:

- (a) Class A employment agencies consisting of employment agencies that procure persons for employment;
- (b) Class B employment agencies consisting of employment agencies that procure employment for persons other than sitters or homemakers;

- (c) Class C employment agencies consisting of employment agencies that procure employment for sitters only; and
- (d) Class D employment agencies consisting of employment agencies that procure employment for homemakers or homemakers and sitters.

A Class A agency may not charge any fee from any person whom it procures for employment. These agencies are paid by the client employer and no fee limit is prescribed for that arrangement. Class B agencies are entitled to charge a \$2.00 registration fee every 12 months, and where employment is secured for the registrant, a further charge of approximately one-eighth of the person's wages.

Class C agencies are entitled to charge 15% of the wages received by a sitter, but the period for which the fee is charged may not exceed 30 days.

Class D agencies are entitled to charge 10% of the wages received by the homemaker or sitter but the period for which the fee is charged may not exceed 4 months.

In Ontario, there are 438 licensed private employment agencies, with a total of 386, 10, 0, and 42 in Classes A, B, C and D respectively.

As will be noted from the above, the primary focus of the private employment agencies is the provision of employees to client employers from whom the agencies exact a fee. It is the normal practice for private employment agencies to specialize in one occupational line and to deal in very close contact with their employer clients. They often have, consequently, a sound knowledge of their market and of the characteristics of employees desirable to their clientele.

We have been told that in Canada, approximately two-thirds of the employment agencies are located in Ontario, and of the total volume of business, two-thirds are done here.

It would appear that most of the agencies deal only with persons expecting or likely to earn a salary of \$6,000.00 or more per year. No more than 10% of the registrants of these agencies would be in the \$7,000.00 or less class. The main occupational groups served are professional, technical, managerial, and clerical and sales. Very few blue collar occupations are listed with private agencies, since very few employers will pay a fee for obtaining this type of worker.

Given the type of opportunities available through these private agencies, it is inevitable that their clients are of a relatively high skill and educational level. Furthermore, an estimated 70% of the business of some agencies is derived from placing clients from their present employment to another position.

Spokesmen for private employment placement agencies see Canada Manpower as the employment service for persons in the lower wage and skill categories. They indicated to us that few of their applicants would ever go to Canada Manpower. They suggested, however, that individuals are referred to them by Canada Manpower. However, we understand that Canada Manpower policy prohibits the referral of a registrant to a private employment agency.

The agencies guarantee in their contracts with employer clients a 60 to 90 day duration on the job of the employee placed. If the employee leaves the job, the agency will replace him or alternatively give the employer a credit on the placement fee. Also, by the terms of the standard contract, any individual worker whose profile is submitted by an agency to a potential employer is "owned" by the agency for a period of 12 to 18 months. If the company hires the individual within that time, the agency must be paid its placement fee. This arrangement protects the agency when submitting a profile to an employer, in that it prevents the employer from notifying the agency that the applicant was rejected, and then hiring him in the expectation of avoiding the payment of the placement fee.

Competition between private employment agencies is often severe. It is essential to the survival of any agency that it energetically seek out orders from employers, and that it make very few mistakes in referring applicants whom it considers right for the job. Many agencies claim to have extensive and sophisticated screening and testing procedures, and are in certain cases willing to undertake a training process for an individual applicant.

Temporary Help Services

Temporary help service firms resemble many other established business services that provide their own employees, with or without equipment, to do their customers' work on the customers' premises or their own. All such companies charge for their service at rates that include the wages of their employees, operating overhead, and allowances for profit.

Temporary help services appear to be a useful mechanism for supplying two needs: the need of many individuals with specific skills and experience for occasional work; and the need for business, industry, government and other employers for a flexible element in meeting staffing requirements.

Unlike private employment agencies, the temporary help services do not place individuals with other employers but rather maintain the master-servant relationship themselves and "rent" their employees to other enterprises. The services pay their employees a fixed hourly rate for work performed, depending upon their job classification. The making of deductions and other personnel and payroll functions are performed by the temporary help services.

Through intensive sales efforts, each firm has a list of client companies. Each company usually relies on one temporary service for all its needs in one line of work. Quick reliable service is a major requirement of competitiveness in this industry. Consequently, some of these firms open for business as early as 4 a.m. each day to prepare for receiving urgent orders and sending their employees out to jobs.

An hourly rate is charged to the contracting company depending on the nature of the job. This amount is paid to the temporary help service firm which in turn pays the worker. No amount is deducted from the wages of the employee. Yet, a sizeable differential exists between the rate of pay to the employee and the charge to the customer.

The gross profit (client charge less employee pay) is fairly consistent throughout the industry. It varies from 30% to 35% depending upon the job. Generally it is higher for the lower skilled job. Rates are comparable from firm to firm regarding both the rate of pay to employees and the charge to customers. The hourly wage rates paid range from \$1.65 for unskilled work to \$5.00 for highly skilled office help. The hourly charges to customers range from \$2.20 to \$6.50. The highly open and competitive nature of the industry necessitates rates being very similar. The net profit before tax for the industry is claimed to be no higher than 4% of gross sales.

The type of people attracted to these services varies. Some people, particularly women, want part-time work to augment the income of their family. Some persons "moonlight" to increase their income. Others want part-time work to free them for other activities. Still others seek full-time positions but cannot find them.

In many cases, people use part-time work as a stepping stone to permanent employment. The Task Force has, from time to time, heard the suggestion that temporary help services have contracts with their clients which require the client to pay them a fee if the client hires away any of the employees of the temporary help services. The Canadian Association of Temporary Help Services has, however, indicated that the temporary help firms do not have such a restrictive covenant in their contracts. That association maintains that its members as a rule do not send people into jobs that by their nature could become permanent. As well, they suggest that most of the people who work for these services do not want a permanent job or they would not have come to this type of service. The association does admit, however, that a substantial number of their employees do manage to secure permanent employment, probably because of the opportunity to build up a good work record.

Temporary help services are not subject to any governmental licensing or regulation of rates. These firms contend that such controls are not needed because, by the very nature of their operation, they must attract a considerable number of employees and compete with one another. Consequently, they state that their rates must be attractive both to employees and to clients. They dispute the suggestion that they are in any sense "flesh peddlers" (as some have claimed), asserting that their wages are those paid in industry itself: and further that any differential between the wages paid to their employees and the wages paid by a private company for similar work are, in most cases, due to the greater seniority and level of skill possessed by the permanent employee.

CHAPTER X:

**Appraisal of Placement
and Training**

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Appraisal of Placement and Training

In reviewing the range of existing manpower services which might assist the employable welfare recipient, the Task Force has drawn certain broad conclusions which are summarized as follows:

1. Within Ontario there exists a wide range of manpower services operated at various levels within the public and private sectors: some complementary and some overlapping.
2. The objectives of most of the public sector placement and training programmes are economically oriented rather than socially oriented.

This latter conclusion should be amplified. Government departments operating manpower programmes play only a peripheral role in the development of government economic policy. These programmes are geared to react to or support economic policies rather than being an integral part of those policies. For example, most of these programmes are geared to a normally functioning economy and reflect the role of supplying the necessary skills in the appropriate numbers to meet the requirements of industry.

On the other hand, when the economy falters or deliberate economic policies are introduced which have the effect of reducing the need for manpower, the perspective of most people shifts dramatically to reflect manpower services in the role of picking up the pieces of human needs which flow from the inadequacies in economic policy. They tend to become the scapegoat for economic planning.

3. We can find no real evidence of a comprehensive manpower policy for the Province of Ontario and mechanisms for integrating the development and operation of manpower programmes are relatively inadequate.

The Question of Effectiveness

Central agencies of government everywhere are concerned with the distribution of funds to give effect to government objectives and are developing systems to provide for a more orderly and sophisticated identification of objectives, goals, needs, priorities, activities, resources, output measures, criteria for effectiveness, cost-benefit analyses and so on.

The experience to date has shown naturally enough that such measures are more easily applied to programmes which have outputs that are highly or easily

quantifiable in nature. For example, the Department of Transportation and Communications can more easily measure the benefit in the number of miles of new highway in relation to the dollar cost which must be expended to build that highway, than Canada Manpower can measure the benefits to particular segments of society of one of its training programmes.

On the question of effectiveness, we should note that:

1. The highly qualitative characteristics of the benefits to people of various manpower services render traditional cost-benefit analysis techniques more difficult to apply in a manner which can intelligently influence the decision making process.
2. The effectiveness of manpower services in the broad sense is difficult to define because there exist a pot-pourri of different programmes all operating within separate decision making systems, each with their own objectives and effectiveness criteria, and each with their own data system, all of which renders the task of trying to evaluate programmes both on an individual and comprehensive basis next to impossible.

Thus, with each organization having tight control over its own activities and with there being no meaningful integrative mechanism in the Province, it is impossible for a body like the Task Force to comment intelligently on the actual worth to Ontario of any of the existing programmes.

Take, for example, Canada Manpower's Local Initiatives Program. To really be in a position to measure the effectiveness of such a programme we would have to know all the direct and indirect costs related to organizing and running the programme and the share of that cost which is being absorbed by Ontario taxpayers. On the other hand, we would have to agree what constitutes the benefits for Ontario of the programme. Such a task involves weighting the number of projects approved, the number of people employed, the duration of their employment, the likelihood of increasing their employability in other areas, and the immediate, intermediate or long-term benefits to the community, the Province and to the country, in physical, social and cultural terms: a substantial task, needless to say, and one which even the sponsoring organizations have very limited capability to perform.

However, one cannot just dismiss the question of effectiveness as being one which is too difficult to answer. The comments that follow in the remaining parts of this section, therefore, reflect mainly an impressionistic evaluation of existing programmes, which to a large degree is based on subjective knowledge of the programmes and subjective knowledge of the needs as they appear to the members of the Task Force or were made known to us by various users of these services.

In addition to the quagmire of activities, points of responsibility and the independent development of supporting sub-systems for information, another problem relates to the quality of programme management.

No area better illustrates the management problems implicit in the growth of government than the area of social services, where the responsibility for such

programmes cuts across a multitude of jurisdictions and organizations. While the problem is in no way confined to the area of manpower services, the need to support technical expertise and a strong social conscience with a far more sophisticated management capability, is abundantly clear.

Similar to the field of political science, everybody is an expert in manpower problems. One gets the impression that everybody is talking and nobody is listening; everybody is doing, nobody is looking; and everybody is arguing and nobody is discussing.

Looking at the spectrum of manpower programmes, one thinks of the confusion of sailboats in Toronto Harbour on a pleasant Sunday afternoon in July — an impressive array of boats of different shapes and sizes, different degrees of seaworthiness, each with her own captain, and all responding to changing wind and weather conditions on the basis of his assessment of an appropriate direction.

WE RECOMMEND THAT THE GOVERNMENT OF ONTARIO (A) DEVELOP A COMPREHENSIVE MANPOWER POLICY FOR THE PROVINCE; (B) WORK TOWARDS A RATIONALIZATION OF EXISTING MANPOWER PROGRAMMES AND ROLES OF THE VARIOUS DEPARTMENTS AND LEVELS OF GOVERNMENT; AND (C) DEVELOP AND ADOPT TRAINING AND EMPLOYMENT PROGRAMMES FOR THOSE DISADVANTAGED GROUPS WHO FALL OUTSIDE THE MAINSTREAM OF ECONOMIC OPPORTUNITY.

Canada Manpower

It was not surprising that nearly everyone we talked to or from whom we received representations had a viewpoint on the effectiveness of Canada Manpower. It was a difficult task to sift through many of the comments in order to arrive at a perspective which was fair, given on the one hand the objectives of the Organization, and on the other, the needs of people, particularly the welfare recipient.

When there is a decline in the economy which gives rise to an increase in unemployment the interests and concerns of people naturally enough tend to relate more closely to self. In relation to Maslow's hierarchy of needs, people generally are less concerned with doing their own thing than they are with meeting the needs for security and the basic necessities of life through a steady job.

Thus during an economic downturn such as we have been experiencing, organizations like Canada Manpower tend to come more sharply into focus for many who might not otherwise have had recourse to their services. It is fair to say that many perceive Canada Manpower's primary role as meeting the employment needs of these individuals through their placement services or training opportunities. This role is often viewed as an obligation and its effectiveness is, to some extent, measured by the degree to which it is able to fulfill this obligation.

During such times as we are experiencing now, most of us tend to forget the primary objective for which Canada Manpower was created and at which the bulk of its activities and resources are, in fact, aimed.

Its main role is economic rather than social and its programmes are primarily directed at meeting the manpower needs of industry. This role is carried out by providing training opportunities for existing or future occupations and by referring potential employees to employers who have advertised their job vacancies with Canada Manpower. In behavioural science terms, it is primarily concerned with the achievement of organizational rather than individual goals. It is a vehicle for controlling the quantity and quality of the labour market relative to the needs of industry and commerce.

During periods of reasonably high employment, very few in government or in the work force generally, can, or in fact have taken issue with this important function. However, as unemployment rises, organizations such as Canada Manpower tend to take on a different perspective in the eyes of its clients, and it can and, in fact, does, to some extent, become a scapegoat for the economy which has given rise to unemployment.

Much criticism is levelled at the Organization because of its inability to meet the employment and employment related needs of the unemployed and disadvantaged.

A great deal of pressure is building up both outside and within Canada Manpower not only to develop a spectrum of programmes which will allow it to be an effective economic tool to balance labour market needs, but also to provide programmes which are highly tailored to the needs of specific groups who seem to be outside the mainstream of economic opportunity. For example, the Senate Report on Poverty stated that Canada Manpower should be employee-oriented rather than employer-oriented.

Before expressing our views as to whether Canada Manpower should attempt to be all things to all people in terms of manpower programmes, we should briefly review the existing services which it offers to the public.

Their Placement Services

Most people do not appear to appreciate the limited extent to which Canada Manpower in fact has access to the jobs available in Ontario at any particular point in time. As indicated in the Eighth Annual Review of the Economic Council of Canada, employers list approximately only 23% of their job vacancies with Canada Manpower Centres in the Province.

In order to provide some kind of perspective for our comments, the following figures provided to us by Canada Manpower are of interest.

According to Canada Manpower, their Cross-Canada Client Survey of June, 1970 showed that there would have been 755,000 persons seen by their counsellors during that year in Ontario. They claimed, also from the Survey, that 414,000 persons were placed in training or jobs (55,000 placed in training). Based upon these figures, it would appear that approximately 55% of those who registered were helped in these ways.

During the first six months of the current fiscal year, approximately 163,000 in Ontario have been placed into training or jobs by Canada Manpower. The actual number of placements for this year is consistent with the figure of 414,000 for 1970, although at a lower rate. The differential is accounted for mainly by the slower pace of the labour market, as well as some potential inaccuracy in the 1970 estimate.

The same Survey showed that 12% of all registrants were welfare recipients of whom one-third were unattached. Of approximately 87,000 welfare recipients who went through Canada Manpower Centres during the year in Ontario, it was estimated that 42,000 were placed in training or in jobs. Based upon these figures, it would appear that approximately 48% of this group who registered were helped in these ways. The profile that we have constructed of the average welfare recipient has led us to conclude that he would be less employable, but there does not appear any remarkable difference in his chances through Canada Manpower.

This data shows that the welfare recipient seems to get service not significantly different from that which other Canada Manpower registrants seem to be getting.

Our Employer Review

The jobs which tend to be posted with Canada Manpower by employers are those which can be generally classed as requiring lesser skills. Most of their openings appear to be within the clerical, blue collar and manual labour fields. Why do employers restrict their utilization of Canada Manpower to these occupational classifications?

The Task Force contacted 26 of Ontario's largest private employers to determine their hiring practices in 1971. Information received indicates that about one-third of them hired more than 10% of their requirements through Canada Manpower; about one-fifth hired between 3% and 10%; and almost one-half used Canada Manpower very little, if at all. It also indicated that Canada Manpower was used by these employers essentially to fill blue collar, junior clerical and hourly-rated labour jobs: rarely for technical or professional jobs.

Our review leads us to believe that most employers feel Canada Manpower to be "fair to good" in meeting their staffing requirements. The attitude of employers varied considerably from company to company, and even from location to location within companies. The general criticisms expressed relate to the lack of direct employer contact on a continuing basis in order to appreciate their employment needs, and to the poor quality of those referred. Some employers felt that this was not necessarily Canada Manpower's fault since they could only refer from the pool of available talent on hand. However, many felt that the problem was more directly a result of poor screening of candidates. A number of companies felt that the private agencies were far more effective when it came to screening and pre-testing in comparison to Canada Manpower.

Other factors impinging on the use of Canada Manpower by these employers relate to requirements in collective agreements to recall union members who are on temporary lay-off. Because these were large employers, all prominent and many dominant in the community, they attract many walk-in candidates and therefore are able to utilize their own "in-house" hiring facilities.

Many employers complained of the high proportion of Canada Manpower referrals whom they had to reject. They felt that all Canada Manpower mainly attracted and referred to them were persons from the ranks of the unemployed. Some stated that they would not expect to find and thus would not attempt to find a highly qualified tradesman through Canada Manpower. Some employers reported that a distressing number referred by Canada Manpower do not want to work; that some do not report; that others quit shortly after starting the job; and that a few have even tried to convince the interviewer at one of the companies not to hire them.

Opportunities for Job-Seekers

We quoted above the June, 1970 Cross-Canada Client Survey indicating that of those registering with Canada Manpower, 55% were placed in training or in jobs. An indeterminate number of these, we suppose, were actually employed at the time of registration and were merely seeking better jobs. The remainder would be without a job. We have no way of ascertaining from that survey what percentage of those without a job were so placed. It is interesting to turn to the Eighth Annual Review of the Economic Council of Canada and note their findings.

From a study of persons who were unemployed for five weeks or more in 1968, 76% of the unemployed contacted Canada Manpower, of whom only 11% were placed through this agency.

The Cross-Canada Client Survey of June, 1970, indicates that 55% of Canada Manpower's clients are placed in jobs or training (48%, considering placement in jobs only).

Canada Manpower officials state that an overwhelming majority of their clients claim to be unemployed. Although statistical variance, the different time periods of the two studies and differences in time frames for determining placement, would cause one to expect some differences in the findings, the magnitude of disparity in placement rates is hard to explain away if both studies are concerned with the same group, the unemployed.

If it is possible to reconcile the findings of the Client Survey with those of the Economic Council, we can come to no other conclusion but that a significant proportion of Canada Manpower registrants are those not experiencing unemployment of any significant duration. A large number of Canada Manpower's clients may actually be fully employed, expecting to be unemployed, or underemployed seeking full-time employment. Assuming that this group would be easier to place, the higher placement rate indicated in the Client Survey can be accounted for.

It would, however, lead one to place less hope in finding employment through Canada Manpower for the longer term unemployed. Even so, many welfare recipients are reported to be placed through Canada Manpower.

Approximately 147,000 persons were unemployed in Ontario as of December, 1971. At the same time, 3 million are employed. We infer that much of Canada Manpower's placement efforts relate to placing persons already working who leave vacancies in very great numbers behind them. Even allowing for a significant margin of error due to sampling in the claimed 48% placement rate for welfare recipients, we cannot but believe that enough jobs are available, at any given time, to make registration worthwhile for every employable welfare recipient. We have recommended earlier that such registration should be required.

The Task Force has heard some criticism of the lack of follow-up or personalized service available to individual applicants. Part of this criticism has its origin in the discontinuation of the special services which were provided for people with specific employment-related problems when the National Employment Service was replaced by Canada Manpower. Canada Manpower Centres are not equipped to give a high degree of personalized service to people with these problems. Our Ottawa Welfare-Manpower Survey showed that little more than one-half of the unattached employable welfare recipients were, in fact, registered with Canada Manpower. This raises a number of questions, some of which we have already discussed. We wonder to what extent the absence of this personalized service is a factor in the non-registration.

We have already noted the basically economic orientation of Canada Manpower and the pressure upon it during a period of high unemployment to broaden the spectrum of its services. Although Canada Manpower seems to be recognizing the individual problems of the unemployed through special projects such as their Local Initiatives and On-the-Job Training Programs, most of the innovations in their mainline operations are still basically aimed directly at improving the quality of service to employers.

For example, it has launched an extensive programme of developing contacts with employers. In the first half of the current fiscal year, 31,500 visits were made to Ontario employers by counsellors and other officers of Canada Manpower with the aim of encouraging them to utilize Canada Manpower services more extensively.

Canada Manpower is now in the process of planning to introduce the computer to its operations across the country. The first computerized operation (in Ottawa) was established on a pilot project basis.

As the operation becomes more mechanized, they will be able to provide faster service both to employers and employees regarding the availability of jobs and the availability of people to fill those jobs. They should, therefore, have more time for screening to improve the matching of clients with employer job specifications. Computerization should also facilitate the relaying of information among

Canada Manpower Centres so that jobs and people will be advertised on a broader basis than exists at present. It may also make it possible to decentralize their functions to a greater extent in order to give better client service.

It appears that the utilization of mobility grants tends to be greatest during periods of relatively high employment. Exploratory grants are 40% under plan for the first-half of the current fiscal year and relocation grants are 7% under plan for the same period. To some extent these figures reflect the economic climate.

Through the current screening process, those who tend to get mobility grants are those who are most likely to remain placed, have reasonably good work records, are applying for jobs representing a better source of income, and would probably take the job even without mobility assistance. The Economic Council of Canada noted that those assisted by mobility grants were not very different in profile from those who would move from one location to another on their own.

The unattached welfare recipient, because of his lower educational and skill level, has little practical access to the mobility programme: he has little chance of competing with other eligible candidates who present, in the screening process, a much higher likelihood of success.

It is our impression that Canada Manpower is not competitive with private enterprise in the area of supplying casual labour. The reasons generally given for this are that they are not prepared to open their doors early enough in the morning, that they do not have an adequate employer contact programme and that the quality of their pre-screening is poor. A vital factor, as we see it, is that the temporary help services actually hire and pay the workers they assign, whereas Canada Manpower does not offer this service.

Since the bulk of the job orders placed with Canada Manpower require low level skills and since most of the people who register with Canada Manpower tend to be less skilled as well, the Task Force sees a considerably more active role for a public agency such as Canada Manpower in the casual labour field. If Canada Manpower were able to become more competitive with the services provided by private agencies and thereby increase its contacts with companies needing temporary help, this could well be an effective inroad into obtaining the business of firms for permanent placements which may later appear.

Opportunities for Training

In respect of training, we should not think in terms only of Canada Manpower. Much of the criticism that has been levelled at training programmes relates to eligibility criteria, the relevance of course content to the job, the provision or lack thereof of allowances, and the inadequate forecasting of even short-term demands, resulting in trained unemployed rather than untrained unemployed. These criticisms are dealt with more fully in the pages which follow. It is, however, appropriate now to comment on the "one and three year" rules which apply to much of the federal support for training.

When Canada Manpower was first getting into the area of training, there was strong concern expressed by some provinces that the Federal Government was intruding into the constitutionally provincial jurisdiction of education. In order to allay provincial fears to some extent, the Federal Government agreed to confine its activity to adult occupational training and retraining programmes. This was reinforced by restricting eligibility for training to those 17 years or older (in Ontario), who were out of the school system for one year and limiting the payment of allowances to those who had a continuous attachment to the labour force for three years at any time in the past or had dependants. It has been left to the province to determine what allowances should be provided to those who fail to qualify for federal assistance.

The public, and particularly the disadvantaged, may not appreciate the political and jurisdictional problems related to training.

Many of these problems which are manifested in apparent inequalities and inconsistencies within the overall framework of training can be resolved only by the Province and Canada Manpower agreeing on a redefinition of their respective roles in the training field.

Liaison With Other Agencies

When the National Employment Service was taken over by Canada Manpower and the then existing special services to provide direct assistance to people with employment problems were discontinued, a new system of referral to other agencies was developed.

We have found that the quality of liaison and co-ordination of Canada Manpower with other agencies varies dramatically from community to community. It is difficult to pinpoint the reasons for the wide variation. It is impossible for example, to say to what extent the present situation is explained by uneven efforts within Canada Manpower itself or by the attitudes and degree of co-operation of the various agencies, some of which have strongly critical views of their association with Canada Manpower.

The question of inter-agency co-ordination is one that needs to be looked at more closely. It appears to the Task Force that this is critical not only to the effectiveness of Canada Manpower, but more importantly to the long term well-being of those individuals who are not at present competitive within the labour market.

Effectiveness of Training

Many different organizations are involved in the development, operation and support of training programmes in Ontario.

The effectiveness of existing training programmes is probably the most difficult area we have had to assess. There are all kinds of evaluation criteria but they

cannot be relied upon to any great extent. This, in part, reflects vagueness or inadequacies among the programme objectives and limitations and organizational roles throughout the training system.

Our immediate concern is not to measure the effectiveness of existing training programmes *per se*, but specifically how they help the welfare recipient reach a point where he can compete fully in the labour market.

The concerns most commonly brought to the attention of the Task Force related to: (1) eligibility requirements to enter training programmes: (2) the relevance of course content to likely job opportunities: (3) the inadequacy or absence of living allowances during training: and (4) the inadequacies of forecasting the relationship between training and job opportunities.

Eligibility Requirements

Historically, our labour market institutions have operated on the basis of "exclusion". It reflects to some extent an attitude of the survival of the fittest: the doors should be open only to those who are most likely to succeed. A policy of exclusion provides a useful market device for turning on or off the labour force supply as the job demand increases or decreases in particular occupations.

The main problem with such a policy is that it tends to have an adverse effect on the disadvantaged. They are often effectively locked-out of opportunities to improve their lot.

Canada Manpower statistics show, for example, that for Ontario in 1970, 33% of those enrolled in *all* of their training courses had less than a grade nine education. Of those enrolled in basic training and skill development, only 15% had less than grade eight education and 43% had less than grade nine.

The concern was expressed to the Task Force that even courses such as basic training and skill development (which have no educational requirements) are appealing only to those who are a year or two away in educational requirements to qualify for programmes such as apprenticeship. It is claimed that the 52-week time restriction on basic training and skill development is practically prohibitive to the individual with a much lower educational level who cannot bridge the educational gap within such a limited time. A counter argument, put forward by Canada Manpower, is that this type of individual cannot cope with a period of institutional training for more than 52 weeks at a time in any case and their experience with the programme makes them feel that the 52-week period does not constitute a serious barrier.

Many of the problems related to exclusion are gradually being overcome, some through the introduction of social legislation such as *The Ontario Human Rights Code* and *The Women's Equal Employment Opportunities Act*. This legislation is aimed at the elimination of discrimination factors in employment practices.

Existing eligibility requirements are now under review by a task force on training established under the auspices of the Ontario Department of Labour. This

aspect of that task force's work relates primarily to the educational requirements for entry into such programmes as apprenticeship.

The Provincial Departments of Labour and of Colleges and Universities are both involved. The latter is primarily concerned with the establishment of curriculum requirements.

Some unions and employers are sensitive to the issues in this area. For the unions, high educational requirements have provided a useful mechanism for controlling or limiting entry into a trade, thereby preserving the security of economic well-being of present members.

For some employers, these requirements appear to assure a high quality of tradesman and, for others who employ and rent out the services of these tradesmen, their limited supply and high wage rates can result in a higher profit margin than might otherwise be the case.

There is no doubt that the rigidity which tends to surround this topic will have to be dealt with in the near future. The results of the studies currently underway should form a useful point of departure for discussion among all interested parties.

The traditional motives for exclusion need re-examination to consider whether eligibility requirements should relate only to the man's ability to perform the job.

The Relevance of Course Content

A great deal has been written and said on this subject over the past few years. It remains a contentious issue.

Our manpower training and retraining programmes have strongly supported institutional training as opposed to on-the-job training. Course content has reflected relatively heavy academic requirements in relation to the immediate technical skills to perform the job. The purpose of occupational training has been to educate the person as well as to train him and thus broaden his capabilities to be productive now and in the future.

It is hard to take issue with such an objective but, again, from the perspective of the disadvantaged, the form and content of heavily institutionalized training is often the barrier to enrollment, or at least to successful completion. The introduction of Training-in-Industry programmes by the Ontario Department of Labour and Canada Manpower and, more recently, the involvement of Canada Manpower in On-the-Job Training appears to recognize this fact.

The significance of the modular training concept being developed by the Ontario Department of Labour appears to have great potential for disadvantaged groups. If all occupations can be resolved into modules of knowledge and skill upon which a person can build relative to his aptitudes and interests at his own speed, it should be possible to eliminate or soften many of the built-in rigidities of present programmes. The determination of appropriate blocks for occupations on a much broader basis than now exists is a complex process and will require, in

addition to increased resources for the modular training programme, a high degree of co-operation between industry and the various government departments concerned.

Because on-the-job training or training-in-industry programmes, or a combination of both, play a vital role, there is an obvious need for Canada Manpower and the Ontario Department of Labour to examine their respective participation in this field in order to eliminate programme duplication and to ensure, on a continuing basis, highly practical training and work experience for the disadvantaged unemployed, since this appears to be their greatest immediate need.

Allowances

Welfare recipients and other disadvantaged groups often cannot take advantage of an existing training programme because, for one reason or another, there are no allowances available to them. This amounts to another exclusionary factor.

Where a training programme does not offer allowances, the assumption must be that those who apply already have some means of support, perhaps savings from previous employment. Canada Manpower's "one and three year" rules obviously tend to favour those who have already had work experience and who want upgrading or retraining.

Basic training and skill development courses, which are all important to the undereducated unemployed who wishes to enter an established apprenticeship programme, provide only for the payment of training costs where the individual does not qualify for federal allowances. Thus, some of those who need these courses most are often precluded from even the opportunity for such training because they lack financial support.

In order to move effectively from a policy of exclusion to one of inclusion, training programmes aimed at the disadvantaged will have to carry with them appropriate allowances.

Forecasting Job Opportunities

The forecasting of job opportunities and the relating of occupational training to such opportunities is extremely complex and becoming increasingly important.

Much of the disillusionment of youth with the educational system relates to unfulfilled job expectations upon graduation.

Two conflicting points of view are advanced.

The view historically held by educationalists is that education and training should be seen as good in themselves and that the student or trainee is better developing himself in the process. In their view, it is preferable to have a highly skilled unemployed person.

The other point of view is that training for training's sake — where there is nothing at the other end to which the individual can apply his new talents — can

be damaging to him and to the economy. It is argued that it is better to leave his expectations unaroused.

Better job forecasting and relating training thereto requires two key ingredients: the capacity to forecast employment opportunities, and the existence of a high degree of co-operation between industry on the one hand and educational and related public institutions on the other. Tied in with both of these factors is the more fundamental question of governmental obligation and role, not only in finding and developing people for jobs whenever they are available and whatever they may be, but also in providing trade and industrial policies for the development of employment opportunities which will capitalize on and fulfill our manpower requirements and expectations.

Since we recognize and accept the importance of a job for the individual, we must recognize and accept the need to balance the employment needs of industry and the employment needs of people, and finally, to remove to the greatest extent possible those practices which exclude and restrict individuals from taking advantage of opportunities to make themselves fully competitive and productive members of the work force.

We see an overall need to rationalize the present quagmire of training programmes and the problem of overlapping jurisdiction to ensure that training meets the employment objectives of people as well as industry.

WE RECOMMEND THAT THE ONTARIO GOVERNMENT REAPPRAISE AND DEFINE ITS ROLE RELATIVE TO THE IDENTIFICATION OF TRAINING REQUIREMENTS AND THE DEVELOPMENT AND OPERATION OF SUBSIDIZED TRAINING PROGRAMMES WITHIN THE PROVINCE.

The Task Force has identified the widespread existence of exclusionary factors which militate against accessibility to training opportunity for many disadvantaged.

WE RECOMMEND THAT THE PROVINCIAL GOVERNMENT ADOPT A GENERAL POLICY WHICH WOULD ELIMINATE THOSE FACTORS WHICH ARE EXTRINSIC TO THE REQUIREMENTS OF THE JOB AND THE CAPABILITY OF THE INDIVIDUAL IN DETERMINING ADMISSION TO ITS TRAINING PROGRAMMES.

Although training, like education, can be considered to some extent as a consumption good, we have found that training in occupational skills can have dysfunctional effects on the disadvantaged if they see little or no opportunity for employment flowing from such training.

Perhaps organized on a regional basis, training, employment and industrial development officers should work in conjunction with local employers or their representatives in identifying and developing employment opportunities for the

disadvantaged either during or subsequent to training. Such information is essential to control the nature, and desirable enrollment, for any particular programme.

WE RECOMMEND THAT THE ONTARIO GOVERNMENT DEVELOP AN INTEGRATED BUT GREATLY DECENTRALIZED PLANNING STRUCTURE WITHIN THE PROVINCE FOR MORE EFFECTIVELY MATCHING PEOPLE AND APPROPRIATE TRAINING TO EMPLOYMENT OPPORTUNITY.

It is also evident to the Task Force that training programmes leading to skill qualification should provide for greater flexibility in terms of how an individual may achieve certain levels of qualification.

WE RECOMMEND THAT THE ONTARIO DEPARTMENT OF LABOUR ACCELERATE ITS MODULAR TRAINING ACTIVITY TO ENSURE THAT MORE OCCUPATIONS ARE BROKEN DOWN INTO BLOCKS OF SKILL AND KNOWLEDGE WHICH: (A) PROVIDE FOR BETTER BALANCE BETWEEN INSTITUTIONAL AND ON-THE-JOB TRAINING; (B) ALLOW THE INDIVIDUAL TO ADVANCE AT HIS OWN RATE; AND (C) PROVIDE FOR RECOGNITION AS EACH BLOCK IS ACCOMPLISHED.

Pending a rationalization of the entire training structure, the Provincial and Federal departments now involved in occupational training should examine the question of allowances for programmes. The purpose of the review would be to introduce consistency and ensure their provision to the disadvantaged, particularly those with lower levels of education and skill development, who could otherwise not afford to take such training.

WE RECOMMEND THAT THE PROVINCE ADOPT A POLICY THAT NO PERSON SHOULD BE PRECLUDED FROM TAKING TRAINING DEEMED ESSENTIAL TO ENABLE HIM TO HAVE A SKILL FOR WHICH THERE IS A MARKET SIMPLY BECAUSE HE CANNOT AFFORD IT.

Effectiveness in Habilitation

We have noted that certain private social service agencies and some municipal welfare departments undertake, to a greater or lesser degree, the functions of pre-employment counselling and actual job placement. The scope and quality of these efforts vary considerably from agency to agency and from municipality to municipality. In assessing their effectiveness, we can offer only a general impression with apologies to any organization whose services we have not adequately recognized.

Anyone who is experienced in social services knows the results of special and concentrated efforts with a selected group of dependent persons. Those helped will inevitably show a significant degree of improvement in social functioning as compared with a "control group" not receiving such aid. If the aim is to restore the selected cases to economic independence, it will be found that many more of the

selectees get and hold employment in a specified period than do those who are left without the special counselling and service. This result has been proved in study after study and is not in doubt.

It would be precipitate to conclude, however, that the welfare rolls could be reduced to zero if sufficient of the resources and techniques in the special projects were delivered to the total caseload. A law of diminishing returns would probably begin to operate as the methods relatively successful in a selected corner of the welfare field began to be applied to the whole area. For instance, in a given situation it is much easier to rehabilitate and place in employment 10 persons per month than to place 100 times that number, even if resources were increased one hundred fold.

Such factors should be kept in mind in assessing the claims to success of various relatively small projects. Nonetheless, the fact that a good measure of success can be demonstrated indicates that these efforts are made in a field where there is vast room for improvement as well as the techniques to achieve it.

It follows that the private social agencies specializing in a certain human problem area and with a self-limited caseload usually attain results that fully justify their existence. The long established organizations are generally largely supported by grants and subsidies from government in recognition of their value. Each concentrates on its own type of counselling or service which may consist in a habilitation or rehabilitation of the client to normal social life, including employment. They deal with persons who have salient, specific problems. None that we are aware of has as its exclusive function employment counselling, job searching or job placement for a client group whose problem is simply inability to get work.

The unattached employable welfare recipient is not the particular concern of any private agency. For this reason, the municipal welfare offices report that the private agency is not, in their eyes, an important factor in dealing with employable recipients. There is no doubt that there are fewer people on general assistance than there might be if the private agencies were not engaged in useful, rehabilitative work, but the numbers removed from the welfare rolls by this means makes an imperceptible impression on the ever-growing caseloads of the municipalities.

As for municipal welfare departments, they are reluctant to launch into large scale employment counselling and job placement programmes. Most of these departments have seen their caseloads double in the past two years. They are hard pressed in keeping up with their assigned duties and have little time, money or staff to spare for new activities.

From a theoretical point of view, there is an incipient debate in the public welfare field as to whether it is properly their function to give employment counselling or job placement services. It is argued that government had deliberately placed this responsibility elsewhere, namely with Canada Manpower, and the entrance of public welfare into the programme would create confusion and unjustifiable duplication of efforts and expenditures. Pre-employment counselling is,

also, not well established but is developing at a swift pace. An increasing number of municipalities are hiring counsellors or purchasing this service from private agencies, to provide a measure of pre-employment counselling. The larger welfare departments have staff assigned for rehabilitation purposes. Several are conducting "work incentive" programmes to restore the motivation to employment of long term recipients.

In the winter of 1970 and in the current winter season the federal and provincial governments have conducted or financed public work projects to relieve unemployment. The policy has been to obtain up to 60% of the employees from the municipal welfare rolls. Working in co-operation with Canada Manpower, the municipalities have proved to be efficient and reliable organizations for referring workers to the project. The recipients referred number in the thousands and this has made a perceptible impression on the caseloads.

Municipal welfare is in a position to make an effective selection among their own cases of persons requiring pre-employment treatment, or ordinary referral to available jobs. At present, most are not equipped to handle employment counselling as such or search for placements on any large scale. Those municipalities who have tentatively entered into this field have shown some results but their capacities are limited by restricted staff numbers and funds. Whether they should go beyond pre-employment counselling is questionable.

Private Employment and Temporary Help Services

Certain representations made to the Task Force suggested that private employment agencies and temporary help services be legislated out of existence and their functions be absorbed by a public agency, presumably Canada Manpower. It was argued that the problem of matching people to jobs would be more effective and efficient if it were operated under a single comprehensive system. Some stated that many of these firms were making exorbitant profits off the backs of the worker who was receiving exploitation wages.

The Task Force does not share these views. In looking at the client group under consideration, we have asked ourselves whether the employable welfare recipient would indeed be better off under a comprehensive public employment placement system. It is our view that he would not be. The temporary help services could have a significant bearing on this group in placing them in casual or part-time employment. The Task Force is not convinced that this function would be any more effectively carried out if it were transferred exclusively to, say, Canada Manpower.

On the other hand, it is difficult to understand why, given the skill level of the average registrant and its relatively high compatibility with the needs for lower skilled casual employment, Canada Manpower has not taken a more active role than it has in the area of casual and part-time employment. To do this, however, Canada Manpower, would have to upgrade substantially the quality of its services to the employer by, for example, providing more convenient opening hours. We

have considered the possibility of Canada Manpower itself providing a temporary help service in the same sense as those in the private sector do. This would entail Canada Manpower becoming the employer and performing employer functions such as payment of wages and making of deductions, which are among those conveniences that clients of temporary help services find most attractive. There are precedents for government in this field, one being the Ontario Civil Service Commission Temporary Help Services.

As far as complaints of exploitation are concerned, the Task Force was not shown any reasonable evidence to support this contention. The agencies must, by their very nature, be competitive both among themselves and with the private employers if they are to attract people who are willing to work for them.

It has been suggested to us that temporary help services be licensed and otherwise regulated by statute. Private employment placement agencies are now so regulated in Ontario. In the case of the temporary help services, we have considered whether the competition factor together with existing labour standards legislation are sufficient safeguards. We have concluded that they are.

Commentary

Manpower programmes are important because our society has evolved a highly urbanized and exceedingly industrialized job economy in which self employment has steadily declined and working as an employee in business and industrial firms and in government has significantly increased.

The centrality of the job is the most distinguished characteristic of our job economy. In addition to income, the job provides access to social security benefits, unemployment insurance, workmen's compensation, disability insurance, retirement benefits, paid leisure time through holidays and vacation, education and training including upgrading, life and health insurance, and most of all a necessary degree of self-sufficiency and self-respect.

The thrust for manpower programmes arises out of the fact that the job economy operates in a system of change. The technological, economic, social and legislative components of this system are not totally independent. They are, in fact, highly interdependent. A change in one affects the others in varying degrees. The impact of the system of change in large numbers of workers seeking a job underscore the profound changes taking place in the labour market, and the need for more effective public policies to guide and cope with these changes.

For many years, large numbers of persons have been excluded from the world of work by labour market institutions. Employment offices of private employers, private fee-charging agencies, the civil service and the public employment service established screens such as testing, educational attainment, medical requirements, race, age, sex and good character history. The object of these screens was, in theory, to obtain the best qualified worker for the available job. During the postwar

period the tone of hiring was set by the job designed. Hopefully, we are now moving with the help of progressive social legislation from a policy of exclusion to a policy of inclusion.

A policy of inclusion is concerned not with just the youth, older worker, or Indian. It must apply to all who, by reason of personal characteristics, backgrounds, emotional deficiencies, lack of skills, deprivation or economic denial, are excluded from participation in the job market. Thus, the excluded are not equated with only the poor, minority groups or the unemployed, although the same individuals may fall in all of these categories.

Some of the activities which should comprise manpower development programmes implemented under a policy of inclusion are:

- (a) Basic education, including literacy and communication skills which will assist individuals to become more employable or more suitable for participation in occupational training;
- (b) outreach, including counselling, or work evaluation, work sampling, placement and follow-up services;
- (c) orientation to work discipline;
- (d) institutional and on-the-job training;
- (e) supportive services, including health care and physical examinations, child care, bonding and development allowances;
- (f) work experience for unemployed and disadvantaged individuals;
- (g) relocation assistance, including grants and loans;
- (h) development of job opportunities, including activities designed to promote job restructuring and redesign;
- (i) incentives to public and private employers to train the hard core unemployed and the disadvantaged.

As for the public and private training programmes, the question of their evaluation is a difficult one. For example, should the criterion be the number of individuals enrolled, or the number who complete their training, or the number who stay on the job for six months or a year? Have they contributed to personal and economic growth in the long run? Have they eased unemployment, poverty and structural imbalance? Can they reduce inflationary pressures? These are but a few of the questions involved.

In keeping with current trends in a number of government agencies, cost-benefit analyses are gradually being applied to evaluating operating programmes in the manpower field. While there is much criticism of the cost-benefit approach, particularly because its practical application to specific programmes and policies leaves much still unknown and may lead to false conclusions, it is still a most useful analytical device for guiding our resources and for gauging the impact of our programmes on the population whom the government must serve.

Many so-called programmes for the disadvantaged essentially follow a "trickle-down" approach in providing incentives for businessmen to locate or expand enterprises in depressed areas. In aiding employers and the unemployed, these programmes rest on the belief that government efforts should concentrate on the business community which, in turn, will create new jobs to help the unemployed in the future. It is a long run strategy which tends to have little immediate impact on the disadvantaged themselves. Whether these long range goals will be realized no one appears able to predict.

Disadvantaged members of our society, such as those encompassed by our terms of reference, tend to have deficiencies which make them unattractive to employers. Most are poorly educated and unskilled and some are unaccustomed to the world of work. Basic education, vocational training, counselling and work experience can help make the employable welfare recipient more attractive to potential employers. There is no question but that a shift in emphasis in present programmes or the development of new programmes which recognize the employment needs of specific disadvantaged groups will entail a substantial cost factor. However, if existing programmes continue to maintain an economic and industry-oriented bias, this course of action also carries with it a steadily rising cost factor. The disadvantaged, potentially employable person although he cannot compete in the marketplace, must still be maintained and if training and job opportunities cannot be made available to this group, the likelihood of a long-term cost commitment is increasingly likely.

On the other hand, if our manpower policies can better reflect the employment needs of people, and can provide systems specifically tailored to meet the needs of the potentially employable, the short-term costs per person may be higher, but the programmes will be of shorter duration and hence the long-term costs will be less. It is implicit that the Provincial and Federal Governments must recognize the importance of developing and maintaining a high level of employment through progressive economic policies which will attract and encourage industries to make use of our available manpower and to complement these measures with public job-creating projects which are well conceived, organized and will have some lasting social or economic benefit to the community.

CHAPTER XI:

Looking Elsewhere

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Looking Elsewhere

The various employment placement and training programmes currently in existence in Ontario have been described and assessed. There are, of course, many approaches and concepts in these fields. Some of these other approaches are proceeding, either on an experimental or a full-implementation basis, in other jurisdictions. This Chapter comprises a description, and to some extent an assessment, of other experiences. Certain other approaches — work for welfare, intensive service, outreach, and job creation — have been selected for consideration. A description of the manpower programmes of the Federal Government in the United States follows.

Work for Welfare

Proponents of work for welfare, believing it would discourage laziness and social parasitism, argue that recipients should be required to “work off” relief monies. Such practices were generally discontinued in Ontario a decade or more ago, although discussion of the concept recurs from time to time during periods of economic depression.

In such a scheme, recipients are employees of the municipality, and work at jobs assigned by it. In the past, the work has primarily been menial in nature, done in the company of other recipients only, and directed at “community improvement” projects such as cleaning ditches or cutting trees. Some municipal officials have used the plan as a means of carrying out municipal functions with costs subsidized through the welfare budget.

The arguments advanced in favour of work for welfare — other than the catching out of the shiftless — are primarily that people able to do so should contribute to society, that the charity aspect of welfare is removed, and that the workers increase in self-respect because they earn their benefits.

Support for these arguments in welfare and employment fields seems virtually non-existent. The concept is retributive rather than making possible a contribution to both society and the individual. There are elements of forced labour involved, with the deprivation of choice of occupation and lack of regard for the suitability of the work to the individual. The work is of such a nature that it is not a real job for a real wage, nor is there any marketable skill-training provided. The indi-

vidual is unlikely to gain any advantage that will allow him to leave the welfare rolls. So far as self-respect is concerned, we cannot see it as a consequence of doing work that is menial in a "gang" of people in a similar predicament. There is nothing positive in the approach.

Intensive Services

A two-year research demonstration project was conducted by the Social Services Department of the City of Edmonton with financial assistance from the Department of National Health and Welfare. The general theory was that the banding together of many resources — particularly skilled professional staff — in a concentrated effort could produce greater employment opportunities for recipients of public assistance, who were very "hard-core" and exhibited psychological impediments to employment. A team consisting of a researcher and a research associate, project director, a staff psychologist, social worker and adult educator, supported by clerical assistance was developed. Premises not connected with any other agency were selected in the downtown area of the City.

Participation in the project was on a voluntary basis. The team developed individual plans for each client who volunteered to participate in the project. It was stressed to the client that his participation was most important in all phases of his treatment plan. Various techniques, including traditional casework therapy, T-groups, reality therapy, family and group therapy and crisis intervention, were used. Public assistance was used in a supportive manner to supplement low income employment and retraining programmes.

Some of the results of the project are of particular significance to us. The participants obtained employment more quickly than did a control group, and retained it for a longer period. They also required fewer placements to achieve stable employment.

Because of the flexible approach, public assistance to the participants averaged about \$10.00 per month more than that received by the control group, and was extended for a longer period of time.

Administrative costs of the project averaged \$14.07 per hour of client contact compared to \$9.46 per hour of client contact for the control group who received normal service. Some of the recommendations emanating from the project were:

- (1) That facilities and services be organized in such a manner as to permit informal, personal, operational procedures.
- (2) That interdisciplinary comprehensive diagnostic services be available and used in a planned and consistent manner.
- (3) That social assistance be administered flexibly in accordance with the diverse needs and potential of clients.

Another Alberta project, covering the whole Province on a much less intensive level, was begun in 1969. The Alberta Social Assistance Department screened its caseload for eligible recipients who were then referred to placement officers attached to the programme. The major service provided by these officers was counselling and preparation for employment.

The counsellors tried to encourage positive attitudes in the recipients, made suggestions regarding the proper approaches to employers in matters such as dress and behaviour, and generally tried to rebuild the self-confidence of their clients.

In attempting to find placements for the clients, the services of Canada Manpower Centres were used. The placement officers also were involved in job solicitation, particularly in trying to locate employment for an individual client. The orientation was that of searching for jobs to meet client needs, rather than searching for a man to meet the needs of an employer. The counsellors also followed up on clients after placement to give continued support and counselling.

Other supportive services such as family counselling, financial assistance, budgeting and day care were made available to clients as required.

In a period of 13 months it was found that 47.1% of the clients in this programme had entered employment compared to 9.7% of a control group which had not received similar service. The accumulated net savings in financial assistance was approximately \$110,000.

The major observation to be made about this programme is that while clients were registered with Canada Manpower Centres, it was demonstrated that more intensive counselling was required by many recipients, and that it seemed to be effective when associated with the administration of financial assistance. The fact that a third person acting on behalf of the welfare recipient was available seemed to enhance his opportunity to obtain employment. Employers were found to be more likely to take a chance on an individual if they knew that in the event of a problem, social service workers would be able to intervene with a view to resolving the difficulty.

The intensive service approach would seem to be highly effective in meeting various needs of welfare recipients, including those needs related to employment. The knowledge of the individual gained, and the tailor-making of a plan for him, cannot but result in a higher success rate for social services.

The Edmonton and Alberta projects also demonstrate that follow-up on job placements must be considered crucial to the durability of a placement for clients with problems in addition to unemployment.

Demonstration projects make it clear that the intensive approach is almost an ideal model for the delivery of social services. The very intensity of the services, however, and the resultant financial and staff resources required, make such services almost impossible of implementation for full caseloads within the current welfare and manpower reality.

Outreach

The outreach approach is essentially a new form of delivering service to the disadvantaged. There are many varieties of ways to implement the outreach strategy. They all, however, build upon the premise that to encourage the poor to use public services it is necessary to reduce the physical and psychical inconveniences of gaining access to these services. The physical manifestations of this approach are often storefront offices and neighbourhood centres.

Using these bases, outreach efforts are made to get into the community and attract the residents to use the centre as a focal point for referral to, and sometimes for direct contact with, a variety of programmes. In Ontario, there are examples of this approach. We have in Chapter IX noted the existence of certain of these centres.

Of special interest to us is an experimental project conducted by Canada Manpower, the objective of which was to deliver its services through a neighbourhood centre. The project was established in a poverty area of Halifax in June, 1967. Its objective was to encourage local residents, considered to be hard-core unemployed, to make use of the placement services of Canada Manpower Centres. A social development agency, The Halifax Neighbourhood Centre operating in the district, was closely integrated into the project.

Unemployed persons indigenous to the area were hired and trained as field officers to implement the approach and to search for job openings with local firms.

There are no conclusive statements which can be made concerning the effectiveness of this project. Certain general comments can be made.

The use of the outreach approach with small offices and local residents as outreach workers, was shown to be an effective means of encouraging the hard-core unemployed to use the services of Canada Manpower. Many of the unemployed, including persons in receipt of welfare, were placed in jobs. It is doubtful whether jobs were actually created by the project, except that job openings were made available and filled sooner than they would otherwise have been. It appears that primarily there was a redistribution of employment from other segments of the population to the hard-core unemployed of the area.

The project brought to light the inadequacy in merely relying upon the initial placement of a "hard-core" unemployed person as an aim or measure of success in such programmes. Initial placement was recognized as only one step on the road to permanent integration into the work force.

As a result of this project, it was felt that out-reach efforts directed at placing the disadvantaged should be operated in conjunction with the provision of other social services. Moreover, referral and placement activities must be supplemented by work preparation efforts such as on-the-job training, basic education, and work habit orientation.

Job Creation

One of the critical problems implicit in any discussion of people on the welfare rolls is the overall shortage of employment. To counteract this situation, government can create employment opportunities for the unemployed in a number of ways. We have already noted some of the direct job-creation programmes which are operating in Ontario. Some of these are used across the country. "Winter Works" projects are the primary example.

However, another alternative is for government to encourage the private sector to hire welfare recipients and other unemployed persons. By way of example, a programme introduced in British Columbia is outlined.

In the British Columbia Job Opportunities Programme — begun this winter — welfare recipients can apply for a Certificate of Opportunity. There are no restrictions except that the person must be in receipt of welfare. Although it is easy to secure a certificate it has been left to the initiative of the recipient himself to apply for it.

Private employers are encouraged to hire recipients who have been given a certificate, through a financial incentive, as well as the efforts of the Provincial Alliance of Businessmen (PAB). The Provincial Government reimburses any employer for one-half the wages of a recipient for a period up to six months in duration. This subsidization is given if the recipient has a certificate and, if the job is guaranteed for a minimum of eight weeks and if the employer signs a declaration certifying that the position is a newly created one which would otherwise not have been available.

The Provincial Alliance of Businessmen, an organization of private employers, actively encourages and solicits the provision of job opportunities for this programme.

At this early stage of implementation, it is premature to evaluate the programme. Nevertheless, it is possible to comment on the conceptual difficulties inherent in the programme from our vantage point.

The scheme depends heavily on the honesty of businessmen in reporting that the jobs for which they get a 50% subsidy on wages are actually new jobs. There would be considerable temptation to certify as "new jobs" many that an objective critic would not see as being a real addition to the job supply. Yet, no policing of the programme is contemplated.

It is also possible under the guidelines for an employer to add extra shifts of workers and have the additional wages subsidized. This could lead to accelerated production, stockpiling and then decelerating production or close-down that would worsen the unemployment situation.

The programme could also attract many unemployed persons to the welfare rolls. There are only about 20% of the total unemployed on welfare at any one

time. But the welfare recipient will have a powerful advantage over all other unemployed persons in that he can, in effect, offer himself for work at half pay. The other unemployed will, therefore, tend to apply for welfare so that they too may qualify for a "Certificate of Opportnuity" to use in job seeking.

Finally, the plan depends on whether, in fact, government subsidization of wages can create new jobs in an economy that is supposedly operating at an optimum capacity to meet the current demand for its products, or whether reduction in costs will mean little more than increase in profit margins.

The programme gives recipients some work experience which may be helpful in their finding employment. However, if the jobs created are truly additional to normal requirements, it is doubtful whether the programme will do any more than give recipients six months work. At that point they may be laid off, go on to unemployment insurance for a period, and then return to the welfare rolls. Other than giving some work experience, the programme may only shift part of the costs of maintaining recipients from one agency to another.

In fact, the requirement for a guaranteed eight week minimum to the jobs created, appears to be geared to meeting the new requirements of the *Unemployment Insurance Act* for a minimum of eight week attachment to the labour force for benefits to be payable. We have noted recently evidence of displeasure in Ottawa.

NewStart

As a project of the Department of Manpower and Immigration, an entity entitled Saskatchewan NewStart Incorporated, has been developed. Supervision and direction of the corporation has since been transferred to the Department of Regional Economic Expansion, although many of its experiences may soon be reflected in the approaches of Canada Manpower.

Saskatchewan NewStart has directed itself to establishing and staffing "laboratories for the development and testing of new methods of adult development and social adjustment". Of late, Saskatchewan NewStart has applied itself to developing and testing new methods of training disadvantaged adults. Its concentration has been in four particular areas: life skills, basic education, "socanics", and business management.

The life skills segement of NewStart is based upon the premise that many poor adults are disadvantaged in obtaining training or employment, or in retaining employment, because they lack the skills necessary to cope with personal, family, community, leisure time usage or job problems. Such persons have also, in many cases, been found to lack the skills necessary to benefit from assistance in opportunity.

The life skills courses seek improvement of personal competence in certain specific areas: self-concept and interpersonal relations; family life; leisure time usage; community rights and responsibilities; and employment.

The development courses integrate institutional training on a teaching model with a problem-solving model that trainees are taught to use in their own lives.

The basic education segments of NewStart's programmes are, at the present time, focused in the City of Prince Albert. Many adults in that City were found to lack sufficient mathematics, communication, and science knowledge and skill to obtain occupational training or to get a job. NewStart has developed "first generation" courses designed to lead from illiteracy to Grade 10 accreditation. Rather than using a "lock step" approach, a prescriptive format is to be utilized, so that students will study only those concepts and methods lacking in their background and necessary for accreditation. It is expected that using this technique — similar to modular training — a more efficient grading course will be developed. The Department of Education has approved accreditation to the Grade 12 level, and NewStart anticipates the preparation of courses which will lead trainees to that level. The purpose, of course, is to up-grade clients to the point where they will become eligible for training and apprenticeship courses in the mainline stream.

A major problem of social services agencies is the time spent by professional personnel in doing work of a non-professional nature. Concepts of job analysis and division of labour have not been applied in these organizations to the extent utilized in government and industry. NewStart is in the vanguard of a movement to create paraprofessional jobs in service organizations. The result is expected to be a better use of the professionals, and the delivery of greater services.

NewStart has analyzed the jobs obtained by graduates of courses training School Aids and Social Work Aids. This analysis has led to the identification of a cluster of skills required of most paraprofessionals in social agencies. A new course has been designed to teach these skills, and the generic job has been labelled "socanic". It is anticipated that job opportunities will continually increase in the social service field for paraprofessionals, particularly those from groups with a disadvantaged background. Job development will be undertaken as part of the project of training these special personnel.

The concept is clearly of great importance to all efforts in the social service field, and in particular to the welfare office. If professionally-trained staff, skilled in human relations and personal counselling, can be released from the tasks of eligibility maintenance and record keeping, it seems clear that a much more sophisticated level of service to clients would be possible on an efficient basis.

An essential part of attempts to up-grade whole groups of disadvantaged persons is the provision of opportunities for members of these groups to establish their own businesses successfully. These opportunities are also important for young persons who are not attracted to the conventional labour force, yet wish to make a significant social contribution. NewStart has begun to experiment with the training of Indian peoples in entrepreneurial courses.

There are success models in different parts of Canada for this type of effort, and various governments are now increasing their grant to people of Indian descent

for the purpose of starting their own enterprises. NewStart has found that there is, however, a serious lack of training programmes and materials in small business management suitable for people with little or no previous business experience. Reacting to the need to train disadvantaged peoples to operate businesses in the face of both the opportunities and problems that they will encounter, NewStart has begun to prepare and test appropriate courses.

A Comprehensive Package

In the United States, manpower programmes are considered generally to be those which (1) operate outside of the normal educational process; (2) provide services for periods of a year or less; (3) provide training and job opportunities for non-professional jobs; and (4) are targeted to the disadvantaged sector of the population.

Social objectives appear to have been pursued with much more vigour than in Canada. The wide range of special programmes focusing on disadvantaged groups is such that 900,000 persons, or 92% of the enrollees of major programmes are disadvantaged.

A uniform definition of "disadvantaged" is used to screen entrants to many of these programmes. The wording of the definition varies slightly from programme to programme, but basically is the same.

A "disadvantaged" individual is a poor person (under prescribed income criteria) who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.

There are five basic classifications of manpower service approaches which have been developed by the United States Government to achieve manpower goals.

Institutional training programmes provide vocational skill instruction in a classroom setting and remedial education, health, child care, and counselling services. This form of training is a component to a varying degree in many of the manpower programmes.

On-the-job programmes provide training for existing job vacancies, usually by reimbursing employers for the added costs of hiring and training unskilled workers. This reimbursement may cover job training costs, the cost of remedial education and other services, and a payment to the employer for the employee's lower initial productivity. This approach to training has been expanded greatly in recent years mainly through the encouragement of the JOBS programme.

Rehabilitation programmes assist physically or mentally disabled persons to be restored to productive lives. They provide diagnosis, counselling, medical restoration, and vocational training, in supplement to income and services received by the disabled from family income, workmen's compensation and disability and medical insurance.

Work support programmes create temporary jobs, usually in the public sector, which terminate when the federal subsidy ends. The projects provide the unemployed with work skills and work habits, offer enrollees an opportunity to stay in school, or provide enrollees with wages for useful work. Seventy per cent of costs is incurred in the form of enrollee wages for work by persons who otherwise would be unemployed. The major example of this approach is the Neighbourhood Youth Corps (NYC).

Job placement assistance programmes attempt to promote a smoothly operating labour market by assisting employers to find qualified workers, and by overcoming barriers created by job discrimination and workers' lack of knowledge. They develop and disseminate information on employer and employee needs, and counsel and test job seekers. Other services include "outreach" to find unemployed people, and job development and job restructuring efforts with employers.

A variety of major programmes implementing the approaches of most interest to us are described in the balance of this Chapter.

Institutional Training: Manpower Development and Training Act (MDTA):

MDTA institutional training is the oldest of the manpower programmes developed in the 1960's. Begun in 1962 before national attention focused on the problems of poverty and the disadvantaged, its goals and operations have changed over the years, as experience dictated and priorities changed. Originally designed as a retraining programme for technologically displaced — but experienced — adult workers, the current primary objective is to make employable the residual hard-core unemployed. A secondary emphasis, important in times of rising employment levels, is the supplying of selected skills to meet labour shortages.

Most of the problems the MDTA institutional programme has encountered have been in the area of the training of disadvantaged workers. Critics attribute a large portion of the problems to the programme's administration by the vocational education system and the employment service.

The vocational education facilities and the public schools are frequently the very institutions that some have claimed have already failed the disadvantaged person. Moreover, it has often been charged that the vocational education system has traditionally been out of touch with the needs of modern industry and that it was not prepared to make the effort to adapt itself to the needs of the MDTA programme.

The employment service has been subjected to similar criticisms. It has had to make painful adjustments in order to serve a disadvantaged target population, and reportedly, has frequently failed to reach those persons most in need of training.

Other problems frequently cited are inherent in the nature of the programme. The investment in plant and equipment by vocational education schools, which is necessary for training in many occupations, does not lend itself to flexibility in accord with changing job markets — indeed, it frequently encourages continued

training after markets have been glutted. For some occupations, the cost of modern machinery is just too prohibitive to allow training to occur.

Potential enrollees are given very little occupational choice under the institutional system.

The transition from the classroom to the job is a difficult one for the disadvantaged worker. Teachers have found it difficult to teach the intangible skills necessary to hold a job, but many efforts in this direction are being made. Also, while it has been relatively easy to enroll a disadvantaged person in an institutional programme, it has not been easy to gain employer acceptance for him after graduation.

Finally, the type of long term programmes necessary for the higher skilled, higher paid occupations are difficult to sustain. The level of training allowances — even when compared to the wages on a low paid, unskilled job — are often insufficient to support the trainee's family and tend to encourage drop-outs for short-term financial reasons.

Manpower Training Skill Centres:

Skill Centers evolved from MDTA institutional training as a means to deliver cohesive manpower services more efficiently. The Manpower Training Skill Centers attempt to provide more meaningful occupational choices to trainees, to co-ordinate supportive services and counselling throughout training, and to reduce administrative costs by eliminating duplication.

The basic problem of this option is continuity. The Center must be able to expand and contract readily and still maintain its efficiency. This is a formidable task and can frequently lead to shortages or excesses of equipment or staff.

A very closely related problem arises from the fact that Skill Centers are funded directly under MDTA. MDTA funding is on a project-by-project basis, while operations and staffing must be continuous. This has made long range planning very difficult.

In the larger cities there often is a trade-off between the administrative advantages and savings of a central location, and the desirability of having training centres easily accessible to trainees.

Job Corps:

The Job Corps is the most intensive and expensive vocational training and basic education programme for disadvantaged youths aged 14 to 21. Basically a residential programme, it is intended for the most seriously disadvantaged, especially those from isolated rural areas or debilitating home environments. A quarter of the enrollees are from rural areas. Three of every five come from broken homes and two of every five from families on relief. Since youths from various minority groups face many obstacles in the labour market, the programme gives emphasis to these groups. The enrollees themselves have suffered serious personal deficiencies,

especially in their educational achievement. Half of the entering corpsmen show reading and arithmetic comprehension below the sixth grade level.

The Job Corps attempts to rehabilitate these youths and to increase their employability, through living and working in job "Centers". Basically there are three types of these centres. They differ according to sponsorship, male or female accommodation, their recruitment sources, and their links to other service agencies.

Conservation Centers are operated on State and Federal lands by the Department of Agriculture and the Department of the Interior. They are for men only and are ordinarily a considerable distance from the enrollee's home, and from existing training and educational institutions.

Men's and Women's Urban Centers are operated by private firms, universities, educational or social service agencies under contract with the Department of Labor. Recruitment is on a regional basis, for both men and women.

Residential Centers are also operated by private firms, universities, educational or social service agencies under contract with the Department of Labor. Facilities exist for both men and women, with recruitment being from local areas through existing community facilities.

Drastic changes reflected the continued problems which affected the performance of the Job Corps over its first five years.

Until the responsibility for administering the Job Corps was transferred to the Labor Department, the programme remained largely isolated from other manpower efforts. As a result, youths who could have been satisfactorily served by less costly programmes were placed in Job Corps Centers, and many who could have benefited were overlooked. The shift of authority to the Manpower Administration permitted greater co-ordination with other programmes, and also, permitted a single agency to offer the spectrum of manpower options to disadvantaged youths. The location of Centers in the inner city permits more specific ties to job market opportunities and provides a base for post-enrollment supportive services.

In some respects, Conservation Centers proved disappointing. The average educational gain of their enrollees was less than two-thirds that of Urban Center enrollees.

The retention rate for all types of Centers has been a serious problem of the Job Corps.

Neighbourhood Youth Corps:

The primary objective of the Neighbourhood Youth Corps was stated to be, at its inception, "to put idle youth to work constructively and, in some cases, to help prevent high school dropouts by providing part-time work". As the programme developed, greater stress was added to include the supply of supportive services in order to improve the employability of youth and to effect a reduction in the dropout rate. NYC also aims for lowering the juvenile delinquency rate and preventing riots and other disturbances in city poverty areas.

Faced with the decision of allocating limited resources, NYC administrators divided funds equally between in-school (including summer projects) and out-of-school projects. There seems little doubt that a much larger amount could be utilized profitably by in-school projects, assuming that the programme induces potential dropouts to continue with their education.

Operation Mainstream:

The stated purpose of Operation Mainstream, also referred to as the Community Betterment Programme or the Nelson Amendment, is to provide permanent jobs, at decent wages, for poor adults with a history of chronic unemployment. Operation Mainstream is primarily a rural-area public service employment programme which provides for the betterment and beautification of the communities where projects are located.

A major problem of Operation Mainstream is that due to the outdoor nature of many of the work situations, projects have been generally seasonal and halted during winter months.

Job Opportunities in the Business Sector (JOBS):

The growing pressure and unrest within urban slums, accompanied by the fact that MDTA Institutional and On-the-Job Training (OJT) programmes reportedly were "creaming" the pool of unemployed workers — that is, placing into programmes the better motivated and educated — led to a search for a more direct way of involving employers in the government's manpower and training efforts for the disadvantaged. JOBS was the result in 1968.

The National Alliance of Businessmen (NAB), composed of ranking executives from major corporations, was established to sponsor and promote the programme. These businessmen encourage others in private industry to participate in the special hiring effort and in a pledge to train disadvantaged persons for job openings in their firms. A basic requirement of the JOBS programme is that the disadvantaged person be hired, put on the job, and then trained until he meets minimum standards of production. Thus the programme operates on the assumption that one of the best ways to motivate a person, and to retrain him on the job, is for him to be put on the payroll in a real work situation.

Most of the employers who have participated in JOBS so far, — two-thirds in fact — have done so without financial assistance from the government even though they may have been eligible for capital training funds.

The remaining one-third of the participating employers, however, have entered into a contract with the Department of Labor and received on a reimbursable basis some of their extra costs of training and preparing the disadvantaged for employment. The federal funds are designed to offset extra expenses to the employer in providing supportive services for his new worker, paying his wage while he receives special instruction, and paying part of his wage for the period when he is on the job but not yet fully productive.

Supportive services for the new worker may include orientation, remedial education, and meeting the disadvantaged person's needs with respect to transportation, health, and day care services. The costs of administering the programme and providing supervisory and human relations training for the company's front line supervisors, can also be reimbursed. Except for the training that is done on the job, the employer is permitted to carry out his responsibilities under subcontract, and in so doing can engage the services of specialists.

Other costs provided for are related to the wage the JOBS employee receives while in training. Since the worker is hired, then trained, he is on the payroll at the same time that he may be receiving his orientation, engaged in counselling, or learning job-related terms, practices and procedures in a classroom setting. The employer is fully reimbursed for the wage paid to the JOBS worker while he is so occupied. In addition, the employer receives 50% of the wage paid to a JOBS employee while the new worker receives on-the-job training. The on-the-job cost estimate is based upon the assumption that the employee would average a 50% productivity rate as he went from completely unskilled and nonproductive to fully productive over the entire contract period.

Reimbursement to employers averaged about \$3,000 per enrollee in the contract programmes initially, but since July 1969 the average has decreased to about \$2,500 per enrollee.

When JOBS began, it was dominated by large employers for a number of reasons. Pressures from small businessmen wanting to participate soon brought about changes in the contract agreement, allowing those interested to form consortiums. In a consortium, small employers, who want to train only a few workers each, can band together and enter into one contract with the Department of Labor.

Consortiums which do not have capitalized funds on hand to start up a programme may receive advance payments from the Government to cover their administrative costs both of starting and operating their plans.

Funds for upgrading workers already employed in a company, as opposed to funds for training disadvantaged new-hires, became a part of the programme as it began its second year of operation.

A significant change of direction occurred at the beginning of 1970 in the JOBS programme as the Department of Labor and the National Alliance of Businessmen announced their intention to concentrate efforts on finding job openings for the disadvantaged in the service-producing sector of the economy. Manufacturing employment began to decline rapidly by the fall of 1969 and continued to do so well into 1970. The fact that many large companies participating early in the programme were manufacturing concerns meant that they were no longer able to offer job opportunities to disadvantaged workers and that, in fact, they were beginning to lay off some of their own experienced employees.

The service-producing sector of the economy was experiencing a growth in employment. Consequently, there was a shift in policy made by the Department of

Labor and NAB to encourage more contracts in the growing, more promising sector, in such occupations as TV and appliance repair, automobile repair, and health occupations.

One common complaint of businessmen has concerned the fact that the time, effort and personnel required to start up the training programme demanded a greater financial investment on the company's part during the first few months than for the rest of the duration. Extra subsidies were not available for the initial period. An adjustment in the contract agreement, while it does not deal fully with this problem, proceeds in that direction by providing for reimbursement averaged out over the length of the training period.

JOBS claims that, in its first two years of operation more than 432,000 disadvantaged persons have been hired, and nearly 53% of them are either still employed by the original firm or stayed on the original employer's payroll for at least six months. This hiring was accomplished through the co-operation of nearly 25,000 firms throughout the country, a large percentage of which acted without financial assistance from the Government.

The average wage rate after nine months for the disadvantaged worker hired through the JOBS programme was \$2.49 per hour, according to a Labor Department survey. This average wage rate represents \$5,200 in annual income, while the average income for all participants prior to enrollment in the programme was \$2,432.

Other enrollee characteristics in the first two years of operation to which the Labor Department points in support of the programme are that 90% of all enrollees are members of minority groups; that 50% of all JOBS employees are under the age of 22; that 16% were receiving public assistance before training; and that the average JOBS employee had been unemployed an average of 21.5 weeks in the 12 months' period preceding his enrollment in the programme, and had received only 10.5 years of schooling.

Concentrated Employment Program (CEP):

In June of 1966, intensive surveys of the employment situation were conducted by the Department of Labor. Among the major findings was that unemployment in the slum areas was almost three times the national average. In addition, the studies found that many workers were forced to work less than full-time, and that many others were earning less than the poverty standard.

At the same time, it became apparent that the various on-going manpower programmes were not adequate for slum areas or their residents. The programmes were too dispersed and fragmented; they had insufficient resources; there was no effective co-ordination or linkage among them; there was inadequate involvement of the private sector of the economy; and supportive services were severely limited.

CEP attempts to combine the various manpower and related programmes into a united effort to provide, in an effective manner, the training and supportive

services required by disadvantaged persons residing in a particular geographic area. It is intended to encourage local sponsors to design programmes which provide the "optimum mix" of services. In other words, the composition of an individual CEP is expected to recognize the needs and capabilities of the area and its institutions, as well as those of unemployed residents.

The coordination of the various programmes is fostered by channeling federal manpower funds through a single contract with a single sponsor.

The variety of combinations of training, work experience, and services which may comprise a CEP gives the programme one of its key features — flexibility. This flexibility is further reinforced by the ease with which change can be achieved by using a single contract with a single prime sponsor.

A second important characteristic of the CEP is its capacity to provide a continuity of services to enrollees, as an outgrowth of the comprehensiveness of the services available in the programme. The basic ingredients of a CEP run the full gamut of manpower and related activities — outreach, intake, employability assessment, orientation, coaching, basic and remedial education, skill training, work experience, job development and placement, follow-up and supportive services such as health services, day care, transportation and legal services. The availability of a complete range of services and, equally important, some control over their operations, gives CEP sponsors an opportunity to schedule services so that individual enrollees receive them in the sequence required.

Thirdly, the CEP concentrates relatively large amounts of financial resources in those areas of cities or rural communities experiencing high levels of unemployment.

The target areas are clearly defined sectors of cities, or groupings of rural counties, which have a high incidence of unemployment and a large proportion of residents who are considered disadvantaged. Only persons 16 and over who reside within the target area and meet the "disadvantaged" criteria are eligible to participate in a CEP.

The prime contractor or sponsor of a CEP must be a public or private non-profit agency which has the capability to receive and disburse funds and to plan, develop, administer, coordinate, and evaluate a fairly complex, locally operated, manpower training programme. Community Action Agencies (Social Planning Councils) are given priority consideration as CEP sponsors. However, in a number of instances, a city is the prime contractor, and occasionally plans are sponsored by State Employment Service agencies or by private non-profit organizations other than Community Action Agencies.

Since the CEP is expected to (1) co-ordinate all available manpower services rather than duplicate them, and (2) utilize local expertise to the maximum extent, the State Employment Services (SES) is the principal subcontractor in every CEP. In fact, the responsibility for providing manpower services is expected to be assigned to the SES in each CEP.

Although the SES is expected to be responsible for all manpower services, in certain instances its responsibility may consist primarily of co-ordinating the activities of other agencies. The four services most likely to be handled by agencies other than SES are outreach, orientation, coaching and follow-up.

Numerous other agencies perform a diversity of tasks in connection with CEP projects. These include private profit-making corporations as well as private non-profit organizations and public agencies. Although most remedial education and skill training is provided by school systems and skill centres, it is not unusual to find profit-making organizations, which specialize in the educational field, engaged in these functions.

All activities must provide for meaningful citizen participation in the planning, operation and evaluation of these programmes. It is, therefore, incumbent on CEP sponsors to assure that there is adequate representation on the board of directors of persons whom target area residents accept as representing their interests.

The CEP is expected to be a principal source of hard-core unemployed candidates for the JOBS Program as well as a principal supplier of supportive services.

There have been serious problems in the operation of the CEP. From its very inception, it sought a heavy involvement of private industry. Unfortunately, this involvement has not been attained. The lack of jobs has also resulted in many enrollees being placed in a "holding" operation after completing training.

Community Action Agencies and cities, the principal sponsors of CEPs, have had little, if any, experience in administering complex manpower programmes. They have tended to place the CEP organization as a secondary structure under the parent body, weakening the authority of the CEP director to administer the programme.

Since the Community Action Agencies and the State Employment Services are the key CEP agencies, their continuing antagonism has seriously impaired the effectiveness of CEP operations in many cases. The CAAs contend that the SES does not have sufficient empathy for the plight of the disadvantaged, particularly minorities, and therefore should not be responsible for manpower services. The SES, on the other hand, claims that CAAs do not possess the professionalism required to administer manpower programmes.

Work Incentive Program (WIN):

In 1967, Congress authorized legislation to expand work experience and training opportunities for social assistance recipients by adopting a new Work Incentive Program as part of certain Social Security amendments. The programme is intended to provide a broad range of manpower and related services to recipients of Aid to Families of Dependent Children payments, to enable them to become self-supporting. WIN is an attempt to reduce welfare rolls by requiring "employables" to work. On-the-job training, institutional and work experience training, and

special work projects for those for whom regular jobs cannot be found, or for whom training is inappropriate, are the major vehicles of assistance.

Opportunities Industrialization Center (OIC):

An interesting form of the self-help concept, originally begun in Philadelphia and now expanding throughout the United States, offers a new and seemingly successful approach to delivering manpower programmes.

The self-help aspect is fostered and developed in a prevocational training period called the "Feeder Program". The feeder consists of intake, diagnosis and motivation. It prepares the persons for skills training, so that he can be trained quickly and thoroughly for a job. It may also furnish educational and occupational upgrading for underemployed workers.

The Philadelphia feeder center is easily accessible by public transportation. It opens at two periods in the day to serve both working and unemployed persons (8.30 a.m. to 3.00 p.m.; 6.30 p.m. to 10.00 p.m.).

To be eligible, a person must be older than school leaving age. Students do not receive stipends or allowances.

Intake counsellors discuss available services with new clients. Once a person has expressed an interest in joining OIC he may be enrolled and assigned to an on-going counsellor. Specific counsellors are assigned to each occupational interest-area. The on-going counsellor is responsible for testing the trainee and exploring the feasibility of his pursuing his specified occupational goal.

A week of orientation exposes the trainee to the OIC services, visiting each of the skill centres. Before actually beginning regular classes, the trainee must specify the goal for which he is heading.

The actual feeder training schedule is flexible. It is applied to allow each individual client to progress at his own rate. The initial training consists of basic communication, computation skills, group orientation, life coping skills (personal development, job finding techniques, and consumer education). Most trainees complete the feeder training in under two months.

There is no set level at which trainees leave the feeder. It is used primarily to give trainees a start and the motivation necessary to carry them through skill training.

Skill training is provided in more than 25 different skills by four different skill centres. Although most of the skills take six months to a year to learn the trainees are not required to stay the full time. They work with their instructor, their counsellor and a job developer to determine when they are ready to leave and where they will find a job available. Each counsellor holds a group-counselling session once a week for each of his occupational groups, and an individual conference with his clients during each two week period.

Some Implications of the American Experience

Although this survey of American manpower programmes has been rather cursory, drawing out some general comparisons with the Ontario experience, the noting of some implications from the problems and successes of the United States experience should be useful.

- (1) At least on a commitment and planning basis, the American manpower plans have been used to meet social equity objectives primarily. This stance has not been taken in Canada or Ontario.
- (2) In the pursuit of the social objectives, specifically in assisting the disadvantaged, the American programmes have relied heavily on on-the-job training and job experience as opposed to institutional training. Recent Canadian programmes demonstrate a similar tendency to expand on-the-job training. 1971-72 Winter Training programmes are the examples of this emphasis in Canada.
- (3) Private industry in the United States has been a strong backer of socially oriented programmes. Two-thirds of the enrollees in JOBS are supported without government funds. To date, Ontario firms have not been given this opportunity to demonstrate their social desire.

There appears to be a greater reliance in Ontario on Government to provide the impetus, expertise and financial motivation for occupational and industrial training. In the United States, Government appears to provide much less of this more economically-aimed type of training, freeing its resource commitment to take on socially-oriented training.

- (4) There are more examples in the United States of major commitments to new experiments in manpower approaches, whereas in Canada and Ontario there is a plethora of demonstration, experimental projects of minor resource commitments.
- (5) To date, the public employment service in the United States has been heavily involved in implementing socially-oriented manpower programmes. Here, Canada Manpower has been given objectives more purely economic in their intent.
- (6) In the United States, there has been great friction, and to some extent great difficulty, in having the employment service heavily involved in socially-oriented programmes. It would be fair to say that there is much concern that the role of job placement and labour market monitoring is not compatible with that of the role of developing the employability of a special group — the disadvantaged. As a result, a tendency to place programmes in the hands of other agencies and departments has developed. Nevertheless, the public employment service has still remained heavily involved in manpower habilitation.

- (7) The scarcity of jobs for disadvantaged persons who have received upgrading has been the key difficulty in the American efforts. This problem has demonstrated the need for a parallel and integrated job-creation programme in order to make worthwhile the investment in the development programmes.

In this regard, it should be noted that about half of the American jurisdictions have contract-compliance statutes which serve this need. They require that all public agencies which award public contracts or control the spending of public funds use direct methods to ensure that minority group persons are employed to a significant degree in publicly supported projects. This requirement has placed on the employer the obligation to develop action plans to provide reasonable numbers of employment opportunities to ethnic minorities.

Since much of the disadvantaged population in the U.S. may be related to minority membership, contract-compliance is a useful, direct means of increasing their employment opportunities. However, it may be less beneficial to apply the same principle to the problems of disadvantaged in Canada. It is unclear whether the minority-poor relationship is quite as closely and highly related, with the notable exception of the Indian population. The Province of Saskatchewan has indicated recently that it may adopt this approach to letting public contracts, as a measure in aid of Métis citizens.

CHAPTER XII:

An Action Plan

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The Argument

Having constructed a profile, even if only an approximate one, of the unattached employable welfare recipient, we find that he is at a disadvantage. He may be disadvantaged in a number of spheres. Here we are looking at him specifically in relation to his opportunities as a competitor in the labour marketplace. There is no doubt that the degree of disadvantage varies greatly with the individual: some are more disadvantaged than others.

We have also looked at programmes which may help him and have found them useful. But to whom? The answer is to those who are least at a disadvantage — those most likely to succeed. It seems that the more severe the disadvantage, the less likely help is available. This is, of course, competition. It is not a bad thing. Yet, opportunities must be made available to everyone. Every person in receipt of social maintenance should, if at all possible, be offered a way out of dependency. Existing programmes offer this way to many. There probably is a demarcating line and those who fall beneath it, for one reason or another, or for a number of reasons, will not be helped within the current system. They need special treatment — a special programme — a concerted effort on their behalf. With appropriate efforts for them in the right direction, they can find the road to independence. Each time a welfare recipient finds this road, both he and society benefit.

Although we conclude that many employable recipients require special services, the question of who should be responsible for providing them must be resolved. Possibly, as has been suggested to us and recommended by the Senate Special Committee on Poverty, Canada Manpower should provide such programmes. The Task Force has paid particular attention to the question of the proper role of Canada Manpower.

Canada Manpower has been labelled an employer-oriented organization with insufficient emphasis on their clients' special needs. It is necessary to review the objectives of Canada Manpower and recognize the limitations placed on their services by the nature of these objectives.

Canada Manpower is an economically oriented organization. Its role generally is to ensure the development of manpower resources used in Canada whether

they be supplied from Canada or abroad. Canada Manpower is committed to improve the productivity of the labour force. If the labour market functions evenly, then the productivity of the labour force will increase: bottlenecks will be removed and the nation will benefit. This course of events should increase the incomes of the people. To support such a goal, Canada Manpower attempts to improve the mobility of people occupationally, vertically and geographically through its placement, mobility and support for training programmes. All of these efforts are directed at making the labour market work more efficiently in the traditionally economic sense.

Canada Manpower's role, and the main reason, it seems, for the change from the organization of the National Employment Service, is to be a non-normative market mechanism. Ideally, this is neither an employee nor employer orientation. Consequently, it can give no preference to any person except on the basis of that person's occupational qualifications and abilities. It must be concerned with referring, to job vacancies and training spaces, those most likely to succeed. Its function, to put it bluntly, is to "skim off the cream". Whether job-seeking clients are unemployed or employed, or in receipt of welfare, are supposed to be irrelevant factors. Given limited resources, Canada Manpower must invest its money and efforts where the highest benefits will accrue to the productivity of the Nation.

In performing this role, Canada Manpower will improve the situation for others by upgrading some clients and thereby causing openings in the jobs vacated. By this "trickle down" process, these jobs are opened up to persons with lower skills. To take on a role of greater social emphasis would weaken the achievement of the necessary economic objectives of this organization. Canada Manpower may not have entirely fulfilled its intended role. Nevertheless, to alter the course now would be to abandon the ultimate achievement of that function. If Canada Manpower took on a more active employee orientation (as some have suggested it should), it seems highly unlikely that its present usage rate by employers would increase beyond 23% of job openings or even be maintained at that level. It is our opinion that Canada Manpower's original objectives are relevant and appropriate.

The responsibility for meeting the problems of disadvantaged individuals, in our opinion, should not be conducted in conjunction or in direct competition with the "mainline" programmes of Canada Manpower. It seems appropriate that this responsibility should be actively undertaken by the Province. Moreover, it would be in the best interests of the Province if Canada Manpower were encouraged to place its emphasis on developing a greater penetration into the job vacancy market through more intense employer solicitation, closer employer relations, greater use of the computer, more careful screening, and generally through any approaches which it feels can increase such penetration.

WE RECOMMEND THAT CANADA MANPOWER BE ENCOURAGED TO EMPHASIZE BETTER SERVICE TO EMPLOYERS IN FILLING VACANCIES IN THE LABOUR MARKET.

The question also arises concerning the role of the municipalities in developing programmes to serve the disadvantaged. At this point in time, sole reliance on the

municipalities and local welfare administrations to develop comprehensive plans would be inappropriate and unwise. The financial capabilities of municipalities varies greatly across the Province. The service to the disadvantaged resulting from a reliance on their initiative would be adequate in some municipalities, but not in others. The local level may also require the co-operation and assistance of certain expert resources which could be best and perhaps only secured and co-ordinated on a Provincial basis. If the objective of serving the disadvantaged is to be sought with any consistent and orderly approach throughout Ontario, the Provincial Government would be in the best position to develop and oversee such a plan.

WE RECOMMEND THAT THE PROVINCE TAKE STEPS TO FORMULATE AND IMPLEMENT A PLAN TO ADDRESS THE EMPLOYMENT NEEDS OF THE HARDCORE DISADVANTAGED.

The Plan

In developing such a plan, the needs of the recipient must be better understood. An employable recipient who is disadvantaged may be so on one or more levels. He may be able to work, but be unable to find a job because his "market-abilities" are less than those of his competitors. At a lower level, his skills and experience may be so deficient that he has almost nothing of value to offer to an employer. At the lowest level, the recipient may be so disadvantaged and resigned to dependency on public assistance, that he cannot even summon up the motivation (or courage) to make a concerted attempt to secure employment.

Because of their lack of success in society, the lowest level of disadvantaged will eventually proceed through frustration and rejection to a state of despondency and unwillingness to expose themselves to further failure. Before efforts to integrate them into the labour force can even commence, the recipients must be made to believe that success is possible, and that undergoing habilitation will be worthwhile.

Depending upon the individual recipient, a great deal of very personal interaction with a trusted counsellor, who is able to rebuild confidence and explain opportunities for advancement, may be needed. If such counselling is required to bring a recipient to the level where preparation for employment becomes appropriate, the personal relationship and support will have to continue through training to job placement and beyond. For these recipients, the way ahead is fraught with uncertainties and obstacles, and the drop-out rate for those left without support and encouragement will be high.

For those recipients at the level of readiness for habilitation, and those brought to that level, assistance must not only include basic skill training, but also various types of short-term actual work experiences. Internalization of work norms — discipline, punctuality, persistence and the ability to follow instructions — essential to employment success, can be learned only by practice. The provision of the requisite experience may require "sheltered" work arrangements with private employers once rough edges have been polished. Academic upgrading and other

of the more traditional approaches would be applicable to these recipients as the foundation for them is prepared.

Finally, for those recipients with at least basic skills and experience, who are not at a level making them eligible for mainline training or likely job prospects, a less extensive degree of special services would be needed. For them, the same types of work preparation outlined for the second-level recipients — albeit at a more advanced and sophisticated stage — would be indicated. Entry into mainline training or the labour force on a competitive basis would be the target.

Implicit in all of the foregoing is the essential element of an intensive, individualized delivery of services. This would involve a tailored service plan. The essence of the intensive service, however, is a very close relationship between each recipient assessed as needing special treatment, and one guiding counsellor.

To reach those recipients whose motivation is depressed, or who have internalized an environmental resistance to governmental institutions, an outreach element in the plan would be essential. Whether or not administrative and counselling personnel operate out of premises located in depressed areas, they must be able to relate to, and be trusted by, the people of that area if they are to be useful. The securing of trust and confidence for the operation will clearly be made much easier by the involvement of indigenous people in significant roles. Such persons may well be essential for programmes designed for the disadvantaged.

We are arguing for special services, delivered to the recipient in a special way, to assist his becoming a full and independent member of the labour force. But who will be eligible for such services? It is our considered opinion that the wisest investment is to position a scheme which has as its target the least employable of the so-called employable welfare recipients. The “mainline” programmes are likely to expand their scope over the next decade to reach more of the “cream” of the employables. Greater efforts could, no doubt, ideally be expended to assist them. However, it is necessary to bridge a gap in service to reach those who have special problems which may lead or have led to long-term dependence on general assistance.

We have concluded that many recipients of welfare fall between the definitions of “unemployable” and “employable”. Most of these we would call “potentially employable”. The potentially employable person is someone who requires some special habilitation in order to make him employable in the competitive sense.

WE RECOMMEND THAT THERE BE ESTABLISHED THREE CATEGORIES OF WELFARE RECIPIENTS AS FOLLOWS: UNEMPLOYABLE, POTENTIALLY EMPLOYABLE, AND EMPLOYABLE.

WE RECOMMEND THAT A NEW PLAN OR OPPORTUNITY PROGRAMME, BE INSTITUTED WITH ITS PRIMARY TARGET THE POTENTIALLY EMPLOYABLE WELFARE RECIPIENT AND ITS OBJECTIVE HIS DEVELOPMENT TO A POSITION OF INDEPENDENCE FROM THE WELFARE SYSTEM.

We have considered the rates of assistance and costs of services necessary for the administration of assistance to these three categories.

Those persons described and defined as being unemployable probably require little more than a living allowance for meeting their day-to-day basic needs. While some of them certainly would require guidance as far as family and budgetary problems are concerned, they are not likely persons expecting to be employed in the near future.

At the other end of the spectrum is the employable person who has few special problems other than the important fact that he is without a job and requires money to meet his day-to-day needs until such time as that job is found. With an upswing in the economy and with the implementation of recent changes in the *Unemployment Insurance Act*, presumably there would be fewer in this category on the municipal welfare caseload. Those that do appear will probably be emergency cases who are awaiting unemployment insurance benefits and those whose benefits have been exhausted.

The middle group, the potentially employables, will require the most activity by way of financial assistance and related services. The special needs of these people require the use of funds in a flexible, imaginative manner. It is our feeling, therefore, that if the previously mentioned three categories are to be recognized and adopted, the rates of allowances and kinds of services and their costs should be reviewed.

WE RECOMMEND THAT THREE TYPES OF ALLOWANCES BE ESTABLISHED UNDER *THE GENERAL WELFARE ASSISTANCE ACT*:

- (1) FOR THOSE PERSONS DEEMED AS BEING UNEMPLOYABLE: A "LIVING ALLOWANCE"
- (2) FOR THOSE PERSONS DEEMED AS BEING POTENTIALLY EMPLOYABLE: A "DEVELOPMENT ALLOWANCE"; AND
- (3) FOR THOSE PERSONS DEEMED AS BEING EMPLOYABLE: AN "UNEMPLOYMENT ALLOWANCE".

WE RECOMMEND THAT IN RESPECT OF THOSE DEEMED POTENTIALLY EMPLOYABLE, THE PROVINCIAL SUBSIDY TO MUNICIPALITIES SHOULD BE STRUCK AT THE RATE OF 80 PER CENT OF THE COST OF ALLOWANCES AND 100 PER CENT OF THE COST OF SERVICES.

For the Potentially Employable

The nature of the services which we believe should be made available to the potentially employable welfare recipient has been outlined briefly earlier. A more detailed analysis of what should be offered to them is contained here. We would call this an "opportunity programme".

The objective of this programme is the development of the recipient who is only potentially employable from his present situation to a position of independ-

ence and self-reliance in the labour market. The opportunity programme should be introduced in designated areas. The programme should be delivered in conjunction with other social services. We envisage the use, where possible, of neighbourhood centres for delivering the services to those in this stream.

An outreach approach, conducted by people indigenous to the area working out of such a local centre should be developed. Disadvantaged persons eligible for or recipients of general assistance in the area, will either apply for inclusion in the programme or be encouraged to do so through the outreach efforts.

Outreach efforts are necessary to attract the least employable persons to apply for entrance into the scheme. Otherwise, the individuals for whom the programme is designed may be excluded due to their failure to take an initiative. The use of local people in these outreach efforts has, in our opinion, proven itself effective in such areas and so should form part of the strategy within the plan.

WE RECOMMEND THAT OUTREACH EFFORTS USING INDIGENOUS WORKERS, BE AN INGREDIENT OF THE OPPORTUNITY PROGRAMME TO ATTRACT THE PROPER APPLICANTS.

Entrance to the programme will be voluntary. However, if a recipient is considered "potentially employable" but is averse to entering this scheme, he will be deemed "employable" for the purposes of maintaining his eligibility for assistance. He will have to make the same "reasonable efforts" which an "employable" person must make. The only justifiable reason for a recipient not entering this programme would be that, after discussion with the special counsellor, he considers himself able to find a job without habilitation. It is doubtful that any recipient would benefit from the programme unless he entered it voluntarily.

A dilemma arises with respect to some recipients who, under the present legislation, may not be classified as "unemployable" but who because of age, mental retardation, physical deficiency, severe psychological problems, or a combination of these factors, would not likely progress to a position of independence. It would amount to an exercise in futility to require these persons to go through the motions of making "reasonable efforts" to obtain employment. Consideration should be given to reclassifying such persons as "unemployable".

WE RECOMMEND THAT THE OPPORTUNITY PROGRAMME BE MADE AVAILABLE TO THOSE DEEMED "POTENTIALLY EMPLOYABLE" ON A VOLUNTARY BASIS.

Those entering the stream will be assigned to a special "opportunity counsellor" in the welfare system. The counsellor will have training in counselling and, as well, will be instructed to know and understand the various services available to those enrolled in the programme and to relate to officials of other agencies.

The counsellor's caseload should be comparatively low to afford him time for intensive counselling and monitoring efforts. He would be responsible for the promotion of the client's progress throughout the programme. At various stages, he will play an active or supportive role. The process is illustrated in Figure 3.

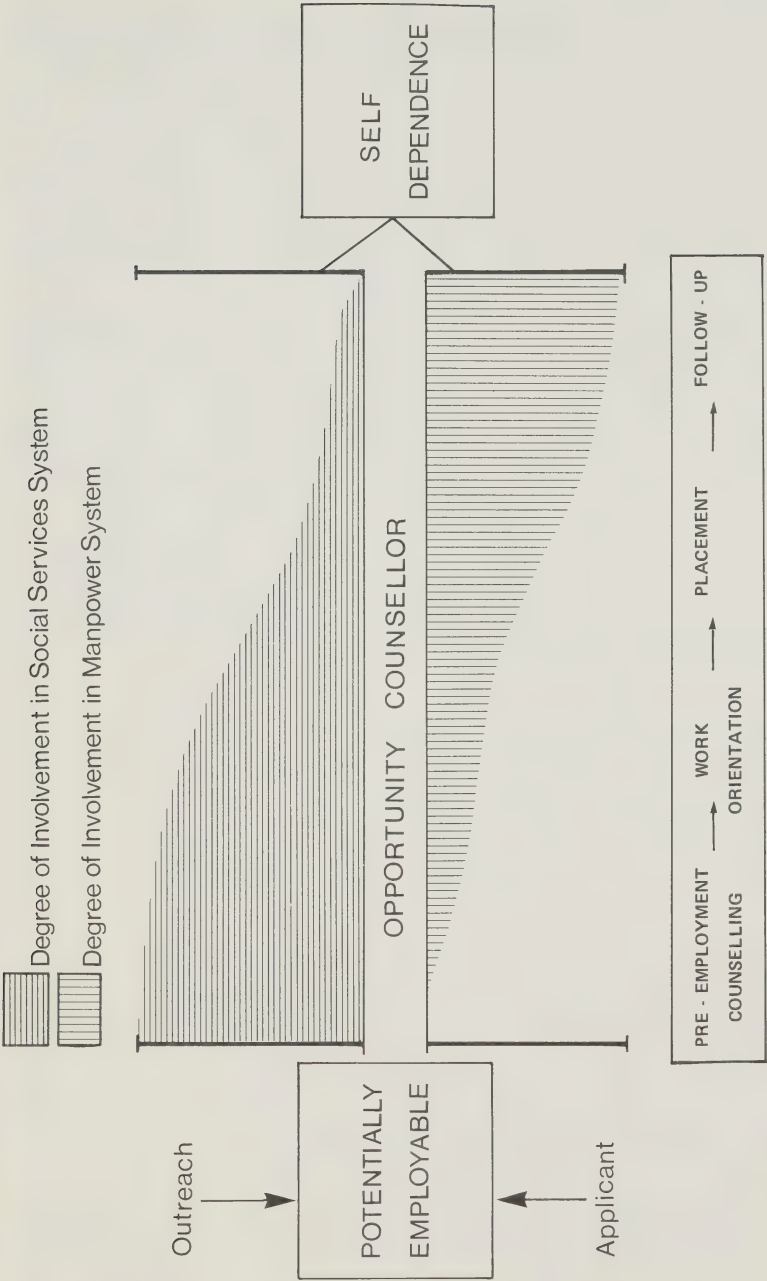


Figure 3
OPPORTUNITY STREAM

The opportunity counsellor's responsibilities include the identification of the client's impediments to employment and the services which may be of assistance in removing them; the development of a plan, in consultation with others, by which the client can progress to a position of independence; the provision of motivational counselling, particularly in the initial stages; referral to and consultation with social service agencies and with official administering support training and work programmes; recommendation for the provision of additional financial support where allowed; monitoring to gauge the appropriateness of the client's plan and progress; coaching and introduction to the use of the mainline services of manpower agencies; and follow-up after placement.

The amount of the counsellor's time taken by each client can be expected to decrease as the individual progresses. As he progresses, more of the client's activity will be spent in conjunction with the employment-oriented services rather than with the social services. Hopefully, little direct service to the client by the counsellor will be required after the initial pre-employment counselling. However, he should be available on a regular or at least an emergency basis for coaching and motivational assistance. In a sense, the counsellor takes on a client advocacy role.

WE RECOMMEND THAT AN OPPORTUNITY COUNSELLOR BE ASSIGNED THE RESPONSIBILITY OF DESIGNING A PLAN FOR COUNSELLING A RECIPIENT ADMITTED TO THE OPPORTUNITY PROGRAMME TO ASSIST HIM THROUGH TO THE ACHIEVEMENT OF THE PROGRAMME'S OBJECTIVE.

During the initial stages, various types of services should be incorporated. They will be primarily of a remedial or rehabilitative nature. These services would embrace basic education, counselling of many varieties to solve personal or family problems, and physical and health care and development. Special financial assistance may be supplied. For example, if basic training, for which allowances are not available, is included in the individual's plan, general assistance should be provided. Indeed, perhaps a greater level of assistance may be indicated as an incentive.

During the work orientation stage, an array of options should exist for the client depending on his needs to improve his marketability. A decision to place the client on such programmes should be made in conjunction with the specific programme managers or officials. The courses of action should include a JOBS programme (similar to the American); on-the-job training; temporary, seasonal or part-time work experience; work orientation sessions; and institutional skill training. These special programmes should have support services, including coaching or counselling and financial allowances or wages provided.

WE RECOMMEND THAT SPECIAL WORK ORIENTATION ACTIVITIES BE DEVELOPED SPECIFICALLY DESIGNED TO ASSIST INDIVIDUALS IN THE OPPORTUNITY PROGRAMME.

In some cases, the client may proceed directly to permanent employment particularly as a result of programmes such as American JOBS plan. In most

cases, however, the client will be referred to the mainline manpower programmes for placement in skill training or in employment. The client will also be exposed to other job search techniques to improve his chances of finding work. Special job search allowances may be needed to finance and encourage active job search.

The counsellor may also recommend provision for clothing or transportation where it is helpful or necessary in searching for or in securing employment.

Follow-up by the opportunity counsellor should continue for approximately three months after initial placement. In some cases, the client may not retain his job and more supportive measures will be required. It will be important for the counsellor to keep up contact with him until a period of time has elapsed which would exhibit capability to retain a job. As we have recommended during this early work period, assistance may be available for a period of up to three months.

WE RECOMMEND THAT FUNDS BE MADE AVAILABLE TO PROVIDE ADDITIONAL ALLOWANCES TO MEET SPECIAL NEEDS OF RECIPIENTS DURING CRUCIAL STAGES OF THE PROGRAMME.

For the Employable

Those assessed as employable — not needing special efforts — should be assisted in the same manner as they are now. Figure 4 illustrates this process.

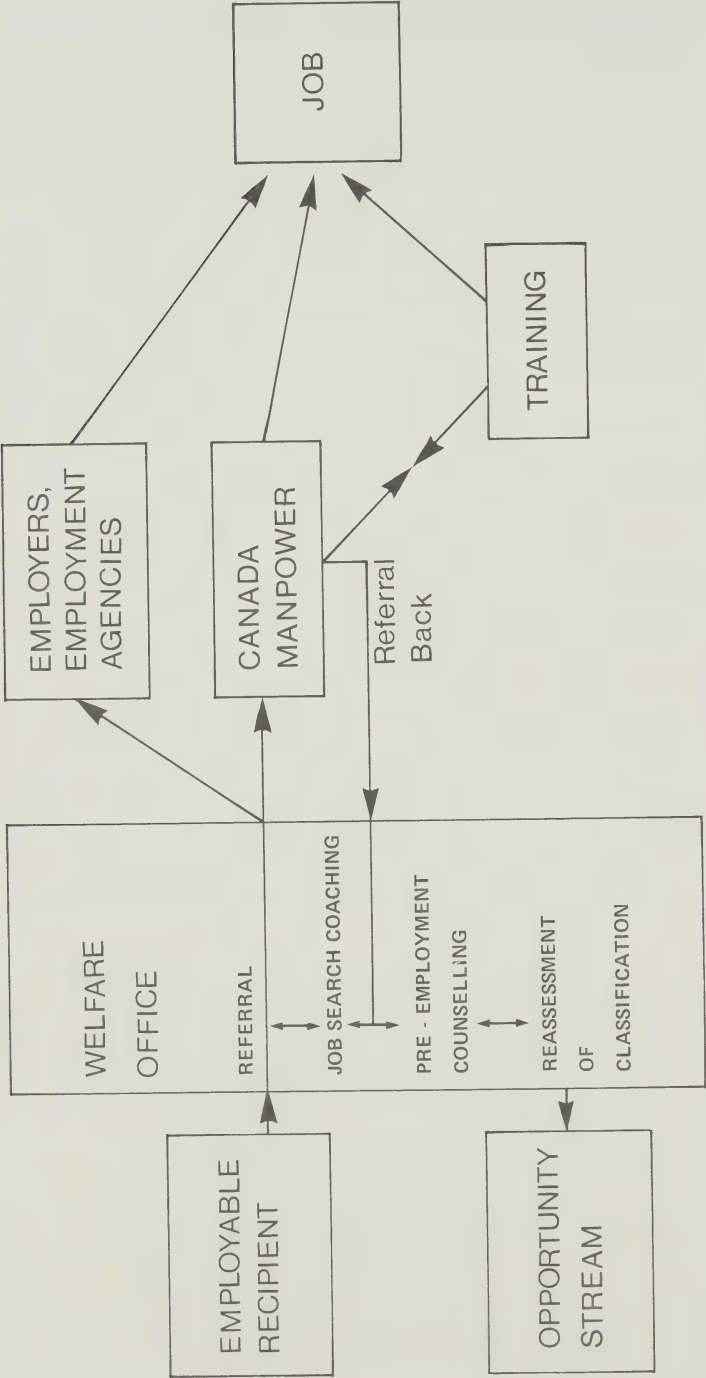


Figure 4
EMPLOYABLE STREAM

We have already recommended that the recipient categorized as employable be required to register at Canada Manpower. Attempts should be made, in co-operation with Canada Manpower, to offer coaching in alternate job-search techniques. The use of these alternate techniques should be encouraged by welfare administrators.

An "unemployment allowance" should be given during this period with provision for extension for up to three months after placement.

In applying the three-category system, reassessment may be necessary to ensure he is in the appropriate stream.

As we have noted, some recipients, assessed as potentially employable in the intake process, are highly unlikely to achieve the objective of the opportunity programme. Consequently, the opportunity counsellor, upon reassessment, may deem it inappropriate to devise an opportunity plan for the individual. Such a determination should result in the individual being considered "unemployable".

Reconsideration must also be given to the employable recipient who has made "reasonable efforts" to find employment, but has failed. Through the co-operation of Canada Manpower, these individuals may be identifiable on a regularized basis. Recipients actively seeking work through Canada Manpower for a lengthy period, possibly six months, may be referred back to the welfare office at that time. Some counselling should be conducted there to assess the client's problems. A reassessment of his employability should also occur. It may be appropriate to reclassify some of these individuals as "potentially employable". In such cases, they will be referred to the opportunity programme. The concern that this reassessment take place stems from our awareness that the actual employability of certain clients may change over time. If reassessment does not occur, the recipient may forever be classified employable, and be thereby excluded from participation in the opportunity programme when he is very much in need of it.

Organization

The Department of Social and Family Services should take the initiative in establishing and co-ordinating the opportunity programme. It should designate areas for implementation after a study of the concentration of potentially employable recipients throughout the Province. It should nominate "prime sponsors" in each area. The "prime sponsor" would have the capacity to deliver the plan in the designated area and agree to fulfil the standard and provide the types of services established by the Department. We see the municipal welfare office as the prime sponsor in most cases. This need not necessarily be the universal practice. If the local welfare office has a reluctance in or is incapable of participating, the Department may designate another agency to be prime sponsor. Failing that, the Department might administer the programme locally itself.

The Department should set standards and guidelines and fully reimburse the sponsor for all costs of the opportunity programme except for normal assistance

payments. These will be shared as in the present arrangements. The activities envisaged in this action plan are squarely within the meaning of the term "welfare services" in the *Canada Assistance Plan*. Hence, Federal Governmental financial participation would absorb a significant portion of the costs of the plan to the Province.

In conjunction with the Department of Social and Family Services, a number of government departments at the federal and provincial levels must play an essential part in the opportunity programme. The direct provision of employment-related services such as basic education, on-the-job training, skill training, job search and employment counselling, and special employment projects, would be administered by other departments. These departments would include Colleges and Universities, Education and Labour at the provincial level, and Labour and Manpower and Immigration at the federal level.

The local sponsor is the key to delivery of the service. Its responsibilities include the provision of outreach and of opportunity counsellors. It may buy, on a contract basis, services from other agencies. It should also identify local agencies and arms of government the involvement of which is appropriate and ensure their co-ordination in the programme.

A "policy board" should be established locally to assist in co-ordinating the agencies and to provide feedback on the programme to them. The board should include the officials operating the local programme, a representative from each of the agencies co-operating in the delivery of service, and representatives of the clientele — the recipients.

The Department of Social and Family Services should ensure that resources are available to opportunity programmes. Moreover, it should also ensure that employable recipients on assistance for a lengthy period have available appropriate counselling assistance. The chief vehicle for delivering such services is the municipal welfare office. In considering the spectrum of welfare offices across Ontario, we note that there is a great deal of fragmentation — about 450 jurisdictional units, many having merely part-time welfare administrators.

It seems to us that the need for personal contact in welfare services cannot be provided professionally, humanely or effectively by an untrained individual who has other interests, nor indeed by one who may have inherited his job simply by default. There is a suggestion that even the bare minimum of assistance administration is not being provided according to law in certain of the smaller units. Moreover, such smaller jurisdictional units are not suitable to accommodate the system we recommend herein which would see many welfare offices taking on more intensive service responsibilities. Units of concentrated capability are essential.

WE RECOMMEND THAT IT BE MADE MANDATORY BY LEGISLATION THAT AREA MUNICIPALITIES IN A COUNTY OR DISTRICT CONSOLIDATE THEIR SOCIAL SERVICES ON A COUNTY OR DISTRICT BASIS.

Implementation and Social Implications

The first stage of implementation of the opportunity programme should involve the assessment of caseloads, applying the new classifications to them. Provincial direction and assistance will be required in the establishment of guidelines and criteria. It would appear from the estimates quoted earlier that a sizeable proportion of the employable recipients may be merely potentially employable and thus eligible for the opportunity programme recommended herein. However, it is doubtful that such a number could be embraced at one time. The programme should be introduced gradually to iron out difficulties and to dovetail with employment programmes envisaged as part of the plan. We consider it essential that the opportunity programme aim at the least competitive of the employable group.

As a next step, opportunity areas should be designated. These areas would be those with a concentration of persons for whom the plan is intended. As more funds are introduced, new areas would be phased in. For the initial areas, eligibility criteria should be so drawn as to ensure that enough resources are available to apply the scheme adequately for each individual enrolled.

The action plan is intended to introduce a greater degree of equity into our socio-economic structure.

Value systems are in a state of evolution. There is a growing recognition of the right of every individual to equal opportunity. The awareness is developing that government must not only remove exclusionary factors in the economy, but must as well actively promote and encourage positive steps in the direction of full social participation by all citizens. We believe that this must be done not only to promote the interests of the individuals concerned. In both social and economic terms, society as a whole cannot but suffer greatly the lack of commitment to an active policy of full and equal inclusion.

We do not believe that the opportunity programme and our other recommendations are the panacea for all problems of employable welfare recipients. Our proposals do recognize that, for many, the opportunity for independence and self-sufficiency can become a reality. We consider the investment of resources to that end eminently worthwhile. No level of government should under-estimate the continuing importance of gainful employment relative to our general social well-being.

The hard facts are, however, that most of our manpower policies and programmes are aimed at those most likely to succeed. Little action has been taken to serve the needs of the more difficult to help. Our preoccupation has been with meeting the needs of industry in a truly economic sense. Industry, at least in Canada it seems, has not responded to the needs of the disadvantaged.

More enlightened economic planning and employment industrial development policies, better manpower and employment forecasting, and closer integration of our educational and training systems, to meet future manpower requirements are essential — but they are not enough. Without specific programmes to fulfil the

needs of those who cannot otherwise compete, we shall continue to have a growing minority of disadvantaged persons, alienated from the rest of society in thought and action, unable to enjoy its benefits, relying on the indignity of hands-outs, and becoming increasingly contemptuous and hostile towards a system which rejects their humanity and is oblivious to their fate.

As taxpayers we are all concerned about the growth and cost of government. No other field of expenditure has so visibly and rapidly contributed to the cost of government as have social programmes such as education, health and welfare.

Can we afford the benefit of programmes specifically tailored to serve the disadvantaged such as we are proposing here? The social benefit alone warrants such programmes. Also, they make good economic sense.

Without such programmes, a growing proportion of our population will fall into a condition of dependency upon the State. Because they cannot realistically hope to participate competitively in the labour market, government is faced with a potential long-term commitment to maintain them.

The short-term costs of opportunity programmes must be seen in this light. The requisite expenditure is an investment: the return, a reduction in future outlays. On the cost-benefit basis alone it may be a viable financial investment. When one considers the potential benefits to the economy through a better skilled and productive work force, the argument becomes compelling even from an economic viewpoint.

Appendices

APPENDIX A

REPRESENTATIONS MADE TO US

Abitibi Paper Company Limited
 Action '70 Action Project Committee, Ottawa
 A. E. Harrison Personnel, Toronto
 Air Canada
 Province of Alberta
 Algoma Steel Corporation, Limited
 Ambermere Household Services, Scarborough
 Mr. Reuel S. Amdur, Kitchener
 Mr. John Anderson, Commissioner of Social Services, Metropolitan Toronto
 Anne Martin Personnel, Toronto
 A-1 Employment Agency, Richmond Hill
 Association of Professional Placement Agencies and Consultants
 A-Z Family Services, Mississauga

City of Barrie
 Bay Street Personnel, Toronto
 Bell Canada
 County of Brant Social Services Department
 Province of British Columbia

Cambrian College, Sault Ste. Marie
 Canada Packers Limited
 Canadian Association of Temporary Services
 Canadian Civil Liberties Association
 Canadian Council on Social Development
 Canadian Surety Company
 Canadian General Electric Company Limited
 Canadian Imperial Bank of Commerce
 Canadian Shipbuilding and Ship Repairing Association
 Catholic Family Service, Ottawa
 The Chippewas of Georgina Island
 Chrysler Canada Limited
 City of Cornwall
 Committee on Unemployed Youth, Hamilton Chapter
 Conestoga College, Kitchener

Miss True Davidson, Mayor, Borough of East York
 Dominion Foundries and Steel, Limited
 Dominion Stores Limited
 Donna Fisher Personnel, Rexdale
 Mr. Arthur Donner, Faculty, McMaster University
 Doris Currie Personnel Service Limited, Toronto
 Douglas Aircraft Company of Canada Limited
 K. L. Duncan and Associates Limited, Brampton

County of Essex

Falconbridge Nickel Mines Limited
 Family Service Centre of Ottawa
 Fat Angel Drop-In Centre, Kitchener
 F. M. Thistle & Associates Incorporated
 Ford Motor Company of Canada Limited
 Fort Erie Citizens' Committee for Community Action
 Mr. Lawrence Fric, Faculty, University of Western Ontario

General Motors of Canada Limited
 Mr. M. Germa, M.P.P., Sudbury
 Goodyear Tire and Rubber Company of Canada, Limited
 Mrs. H. Gow, Ottawa
 Mr. Lowell Green, Ottawa
 Professor Cyril Greenland, McMaster University
 County of Grey

Professor Allan Halladay, McMaster University
 County of Halton
 County of Hastings
 City of Hamilton
 Hamilton Welfare Rights Organization
 Hamilton-Wentworth Home Personnel, Hamilton
 Human Service Outreach, University of Waterloo
 House of Friendship, Kitchener

International Harvester Company of Canada, Limited
 International Nickel Company of Canada Limited

Mr. Karl Jaffary, Alderman, City of Toronto
 John Howard Society of Ontario

City of Kingston
 Kingsway Household Services, Etobicoke
 City of Kitchener
 Kitchener-Waterloo Social Planning Council

Mr. Mel Lastman, Controller, Borough of North York
 Mr. Fred Lazar, Faculty, University of Toronto
 Lenora's Family Service, Weston
 London Centre for Unemployed Youth
 London Life Insurance Company
 Lower Town East Neighbourhood Centre, Ottawa
 Mrs. D. Lumley, Windsor

Province of Manitoba
 Department of Manpower and Immigration (Canada)
 Massey-Ferguson Limited
 Metropolitan Life Insurance Company
 Metropolitan Toronto Social Planning Council
 Mr. and Mrs. J. P. Miller, Toronto
 Mine, Mill and Smelter Workers, Local 598, Sudbury
 Town of Mississauga
 Municipality of the Front of Leeds and Lansdowne
 Municipality of Metropolitan Toronto

Department of National Health and Welfare
 Province of New Brunswick
 Province of Newfoundland
 City of North Bay

Northern Electric Company Limited
The Northwest Territories
Province of Nova Scotia

Ontario Association of Professional Social Workers
Ontario Association of Professional Social Workers, Eastern Branch
Ontario Association of Professional Social Workers, Hamilton Chapter
Ontario Chamber of Commerce
Ontario Federation of Labour
Ontario Forest Industries Association
Ontario Welfare Council
Ontario Welfare Officers Association
Operation Family Rights, Toronto
Ottawa and District Social Planning Council
Ottawa Council of Women

Mr. R. Parisien, Ottawa
Professor H. Penny, McMaster University
Peterborough Social Planning Council
Township of Pickering

Town of Port Credit
Preston-Hespeler-Waterloo Township
Province of Prince Edward Island
Project '71

Province of Quebec

District of Rainy River
Regional Municipality of Ottawa-Carleton
Regional Municipality of York
Research and Planning Branch, Ontario Department of Social and Family Services
Robert Simpson Company Limited
Royal Bank of Canada
Royal York Hotel, Toronto

City of Sarnia
 Province of Saskatchewan
 Mr. E. Scheuneman
 Mrs. K. Schneider, Kitchener
 Shaw Colleges
 Mr. John Sheehan, Faculty, McMaster University
 Snelling and Snelling, Hamilton
 Steel Company of Canada, Limited
 City of Stratford
 City of Sudbury
 District of Sudbury Welfare Administration Board
 Summit Personnel Placement Service, Toronto

T. Eaton Company Limited
 Technical Service Council, Toronto
 Technican International
 Tiger Personnel, Hamilton
 Toronto Free Youth Clinic
 Toronto Mailer's Union, No. 5

United Steelworkers of America, Local 6500, Sudbury
 United Townships of Head, Clara & Maria

Professor Paul C. Vrooman, McMaster University

Waterloo-Lutheran University, School of Social Work
 Mr. Benny Wawia, Company of Young Canadians, Nipigon
 County of Wentworth
 Westcott Personnel Bureau, Toronto
 Westinghouse Canada Limited
 Professor Brian Wharf, Faculty, McMaster University
 Town of Whitby
 Women Against Soaring Prices, Toronto

Young Communist League of Canada

APPENDIX B

DEPARTMENT OF SOCIAL AND FAMILY SERVICES



The General Welfare Assistance Act

APPLICATION FOR ASSISTANCE

FORM 1

PART 1

TO THE _____ WELFARE ADMINISTRATOR OF _____
(MUNICIPAL, BAND OR REGIONAL) (NAME OF MUNICIPALITY, INDIAN BAND OR DISTRICT)

I APPLY FOR _____ UNDER THE GENERAL WELFARE ASSISTANCE ACT AND
(STATE CLASS OF ASSISTANCE APPLIED FOR)

IN SUPPORT OF MY APPLICATION I MAKE THE FOLLOWING STATEMENTS:

1. NAME _____
(SURNAME) (GIVEN NAMES)

ADDRESS _____ TELEPHONE NO. _____
(NUMBER, STREET OR RURAL ROUTE) (MUNICIPALITY OR POST OFFICE)

DATE OF BIRTH _____ MARITAL STATUS _____ AGE _____
(DAY) (MONTH) (YEAR)

2. RESIDENCE FOR LAST 3 YEARS:

ADDRESS	MUNICIPALITY	PROVINCE	FROM (DAY, MONTH, YEAR)	TO (DAY, MONTH, YEAR)

3. PREVIOUS EMPLOYMENT:

DATE LAST EMPLOYED: FROM _____ TO _____

EMPLOYED BY _____ ADDRESS _____

NORMAL OCCUPATION: _____

4. DEPENDANTS AND OTHER PERSONS LIVING WITH APPLICANT: (IF SPACE INSUFFICIENT, USE REVERSE SIDE)

GIVEN NAMES AND SURNAME, IF DIFFERENT	SEX	AGE	RELATIONSHIP TO APPLICANT	PAYMENTS INTO HOUSEHOLD	
				YES	NO
SPOUSE _____					
CHILDREN AND OTHER DEPENDANTS:					
OTHER PERSONS LIVING IN HOUSEHOLD (RELATIVES, BOARDERS, ROOMERS):					

5. INCOME AND ASSETS (LIST ALL INCOME AND ASSETS OF APPLICANT AND ALL DEPENDANTS LIVING IN THE HOUSEHOLD, SUCH AS PUBLIC ASSISTANCE OF ANY KIND, WAGES, FULL OR PART-TIME EARNINGS, BOARDER OR ROOMER INCOME, RENTALS, CONTRIBUTION OR PAYMENTS FROM ANY SOURCE, PENSIONS, ANNUITIES, BARRACK OR SAVINGS ACCOUNTS, BONDS, STOCKS, MONEY IN TRUST, INSURANCE POLICIES, REAL ESTATE, ETC.):

NAME OF PERSON HAVING INCOME OR ASSETS	TYPE OF INCOME OR ASSET	AMOUNT OF INCOME (PER WEEK, MONTH OR YEAR)	OR VALUE OF ASSET

6. NAME OF NEXT OF KIN (WHERE APPLICANT INCAPACITATED OR RESIDENT IN A NURSING HOME)

NAME _____

ADDRESS _____

RELATIONSHIP _____

CONTRIBUTION _____

7. STATE IN DETAIL REASONS WHY ASSISTANCE IS REQUIRED :

DATE: _____ 19 _____

 (SIGNATURE OF APPLICANT)

PART 11

TO BE COMPLETED BY THE WELFARE ADMINISTRATOR OR REGIONAL WELFARE ADMINISTRATOR WHERE APPLICANT IS RESIDENT OF A NURSING HOME

NAME OF NURSING HOME: _____

ADDRESS: _____

DATE LICENCE ISSUED: _____ LICENCE NO.: _____

DATE OF ADMISSION OF APPLICANT: _____

RATE: \$ _____ : \$ _____
 (DAILY) (MONTHLY)

I CERTIFY THAT THE ABOVE NURSING HOME IS LICENSED UNDER THE NURSING HOMES ACT, 1966, AND I RECOMMEND PAYMENT OF AN ALLOWANCE FOR THE NURSING HOME CARE OF THE APPLICANT IN THE AMOUNT OF \$ _____ PER MONTH.

DATE: _____ 19 _____

 (SIGNATURE OF MUNICIPAL WELFARE ADMINISTRATOR)

APPENDIX C

REQUEST FOR INFORMATION

50-00-012 (7/69)

FROM	MUNICIPAL WELFARE OFFICE AT	RE	SURNAME OF CLIENT (BLOCK LETTERS)	
	ADDRESS		GIVEN NAMES	
	SIGNATURE OF MUNICIPAL OFFICIAL		DATE OF BIRTH DAY MONTH YEAR	SOCIAL INSURANCE NO.
TO	CANADA MANPOWER CENTRE AT		DATE OF REQUEST	

THIS IS MY CONSENT TO THE RELEASE OF THE FOLLOWING INFORMATION TO THE WELFARE ADMINISTRATOR.

THE CLIENT IS NOW

SIGNATURE OF CLIENT _____

- ☐ PLACED IN EMPLOYMENT
☐ REFERRED TO OCCUPATIONAL TRAINING
☐ NOT REGISTERED HERE (RETURN THIS FORM TO WELFARE IMMEDIATELY)
☐ OTHER (EXPLAIN) _____

DATE OF ABOVE NOTED EVENT

DAY _____ MONTH _____ YEAR _____

MANAGER'S SIGNATURE _____

DATE _____

 ONTARIO DEPARTMENT OF SOCIAL AND FAMILY SERVICES
 NAME, DATE OF BIRTH AND SOCIAL INSURANCE NO.
 MUST BE SHOWN IN FULL

THIS FORM TO BE RETAINED BY CANADA MANPOWER CENTRE IF CLIENT REGISTERED.
 RETURN FORM TO WELFARE OFFICE WHEN CLIENT PLACED IN EMPLOYMENT, OR REFERRED, ETC.

APPENDIX D

REQUEST FOR INFORMATION

80-00-021

FROM	SURNAME - USE BLOCK LETTERS	DATE OF BIRTH DAY MONTH YEAR	SOCIAL INSURANCE NUMBER
	GIVEN NAMES		MUNICIPAL FILE NUMBER
	MUNICIPAL WELFARE OFFICE AT	DATE OF REQUEST _____	
	ADDRESS	SIGNATURE OF MUNICIPAL OFFICIAL	
TO	UNEMPLOYMENT INSURANCE COMMISSION AT:		

REMARKS:

CLAIM FILED

1. CLAIM FILED

YES

NO

☐☐2. IF ANSWER TO (1) IS "NO"
HAS APPLICATION BEEN
MADE FOR BENEFIT

YES

NO

☐☐

3. EFFECTIVE DATE OF CLAIM

DAY

MONTH

YEAR

:

:

4. WEEKLY AMOUNT X

DEPENDENCY RATE \$ _____

SINGLE RATE \$ _____

DATE _____

LOCAL OFFICE
MANAGER

ONTARIO DEPARTMENT OF SOCIAL AND FAMILY SERVICES
NAME, DATE OF BIRTH AND SOCIAL INSURANCE NO.
MUST BE SHOWN IN FULL

APPENDIX E



ONTARIO

DEPARTMENT OF SOCIAL AND FAMILY SERVICES

The General Welfare Assistance Act

FORM 4

CERTIFICATE OF PHYSICIAN

(WHERE APPLICANT IS UNEMPLOYABLE OR IS A RESIDENT IN A NURSING HOME)

Municipality _____ Date _____

Name of Person Examined _____

Address _____

1. Sex: Male ☐ Female ☐2. Age: (a) Appears to be _____ years. (b) States date of birth was: _____
(day) (month) (year)3. Diagnosis: _____
_____4. Summary of Disabilities:(a) Physical: _____
_____(b) Mental: _____
_____5. Limitations: _____
_____6. Prognosis: _____

7. If applicant requires care in a nursing home, indicate probable length of time: _____

8. (a) Recommendations: _____

_____(b) Recommendations Regarding Special Diets: _____
_____CERTIFICATE OF DOCTOR:

I, _____, am a duly qualified medical practitioner and have examined the above-named
 (print in capital letters)
 person at _____ on _____ and this report contains
 (date)
 my findings and considered opinion at that time.

Signature: _____ Address: _____

APPENDIX F



DEPARTMENT OF SOCIAL AND FAMILY SERVICES

The General Welfare Assistance Act

RECORD OF INQUIRY

FORM 2

1. NAME OF APPLICANT _____ <div style="text-align: center;">(SURNAME)</div> <div style="text-align: center;">(GIVEN NAMES)</div> ADDRESS _____ <div style="text-align: center;">(NUMBER, STREET OR RURAL ROUTE)</div> <div style="text-align: center;">(MUNICIPALITY OR POST OFFICE)</div> IF APPLICANT IS A MARRIED WOMAN, STATE MAIDEN NAME IN FULL: _____						KIND OF ASSISTANCE APPLIED FOR: ● GENERAL ASSISTANCE <input type="checkbox"/> ● SPECIAL ASSISTANCE <input type="checkbox"/> ● SUPPLEMENTARY AID <input type="checkbox"/>			
2. MARITAL STATUS ● SINGLE <input type="checkbox"/> DATE: _____ PLACE: _____ ● MARRIED <input type="checkbox"/> DATE OF DEATH OR DESERTION: _____ PLACE: _____ ● WIDOW(ER) <input type="checkbox"/> DESERTED <input type="checkbox"/> DATE: _____ PLACE: _____ ● SEPARATED <input type="checkbox"/> DIVORCED <input type="checkbox"/>									
3. APPLICANT AND DEPENDANTS LIVING WITH APPLICANT									
GIVEN NAMES AND SURNAME IF DIFFERENT	SEX	DATE OF BIRTH (DAY, MO., YR.)	AGE	PLACE OF BIRTH	RELATIONSHIP TO APPLICANT	HEALTH (GOOD, FAIR, POOR)	EMPLOYABILITY *	PAYMENTS INTO HOUSEHOLD	
								PER WK.	PER MO.
APPLICANT:									
SPOUSE:									
CHILDREN AND OTHER DEPENDANTS LIVING WITH APPLICANT (LIST DEPENDENT CHILDREN IN ORDER OF AGE, BEGINNING WITH ELDEST.)									
* EMPLOYABILITY: STATE WHETHER - FULLY EMPLOYABLE (FE); PARTIALLY EMPLOYABLE (PE); UNEMPLOYABLE (UN); ATTENDING SCHOOL (AS); PRE SCHOOL (PS).									
4. OTHERS LIVING IN APPLICANT'S HOUSEHOLD: (RELATIVES, BOARDERS, ROOMERS)									
NAME (SURNAME)	NAME (GIVEN NAMES)	SEX	AGE	RELATIONSHIP TO APPLICANT	PAYMENTS INTO HOUSEHOLD PER WEEK	PER MONTH			
5. RESIDENCE RECORD FOR LAST 3 YEARS									
NAME (SURNAME)	NAME (GIVEN NAMES)	ADDRESS (NUMBER AND STREET, OR R.R.)	MUNICIPALITY OR POST OFFICE	PROV.	FROM DAY. MO. YR.	TO DAY. MO. YR.			

6. LIVING ACCOMMODATION

LANDLORD: _____ LANDLORD'S RELATIONSHIP TO APPLICANT _____
 (NAME AND ADDRESS)

TOTAL ROOMS IN PREMISES _____ NO. OF ROOMS OCCUPIED: _____ MONTHLY RENTAL _____ RENT PAID TO: _____ DATE _____ 19 _____

RENTED FURNISHED <input type="checkbox"/>	TYPE OF PREMISES: _____ (DETACHED OR SEMI-DETACHED HOUSE APARTMENT FLAT ROOMS ETC.)	DOES LANDLORD INCLUDE IN RENTAL:	YES	NO	IF NOT INCLUDED, STATE ACTUAL AMOUNTS PAID BY APPLICANT FOR: HEAT _____ GAS _____ WATER _____ ELEC. _____
RENTED UNFURNISHED <input type="checkbox"/>		HEAT	<input type="checkbox"/>	<input type="checkbox"/>	
TELEPHONE NO. _____		WATER	<input type="checkbox"/>	<input type="checkbox"/>	
		GAS	<input type="checkbox"/>	<input type="checkbox"/>	
		ELECTRICITY	<input type="checkbox"/>	<input type="checkbox"/>	

TYPE OF HEATING EQUIPMENT: _____ COOKING SUMMER _____

TYPE OF FUEL FOR HEATING: _____ EQUIPMENT: WINTER _____

7. PUBLIC ASSISTANCE: (LIST ALL PUBLIC ASSISTANCE RECEIVED BY APPLICANT AND PERSONS LISTED IN ITEM 3, SUCH AS OLD AGE SECURITY, OLD AGE ASSISTANCE, BLIND OR DISABLED PERSONS' ALLOWANCES, MOTHERS' ALLOWANCES, ALLOWANCES UNDER THE FAMILY BENEFITS ACT, 1966, FAMILY ALLOWANCES, WAR VETERANS PENSION OR ALLOWANCE, WORKMEN'S COMPENSATION, UNEMPLOYMENT INSURANCE, GENERAL WELFARE ASSISTANCE, ETC.)

RECEIVED BY (NAME OF PERSON)	TYPE OF ASSISTANCE	DATES			MONTHLY OR LUMP-SUM PAYMENTS
		PREVIOUSLY RECEIVED	NOW RECEIVING	WILL RECEIVE	

8. SERVICE IN ARMED FORCES: (LIST SERVICE BY APPLICANT AND PERSONS LISTED IN ITEM 3.)

NAME SURNAME GIVEN NAMES	TYPE OF SERVICE	SERVICE NUMBER	ENLISTMENT		DISCHARGE		THEATRE OF WAR IN WHICH SERVICE RENDERED
			DATE	PLACE	DATE	PLACE	

9. PRESENT EMPLOYMENT: (LIST EMPLOYMENT OF APPLICANT AND ALL MEMBERS OF HOUSEHOLD; INCLUDE PART-TIME AND IRREGULAR EMPLOYMENT, CASUAL AND ODD JOBS.)

EMPLOYEE	EMPLOYER (NAME OF PERSON FIRM OR CORPORATION)	EMPLOYER'S ADDRESS	FULL OR PART-TIME	WEEKLY WGS.		DATE EMPLOYMENT BEGAN MO. YR.	UNEMPLOYMENT INSURANCE NUMBER
				GROSS	* NET		

* NET AMOUNT ACTUALLY RECEIVED

10. PAST EMPLOYMENT: (GIVE RECORD OF PAST EMPLOYMENT OF ALL EMPLOYABLE MEMBERS OF HOUSEHOLD, COVER A SUFFICIENT PERIOD FOR EACH PERSON TO INDICATE PERIOD OF LAST REGULAR EMPLOYMENT.)

EMPLOYEE	EMPLOYER (NAME OF PERSON FIRM OR CORPORATION)	EMPLOYER'S ADDRESS	OCCUPATION	PERIOD OF EMPLOYMENT		WEEKLY WAGES (GROSS)
				FROM MO. YR.	TO MO. YR.	

11. RESOURCES: (LIST ALL RESOURCES OR LIQUID ASSETS OF APPLICANT AND PERSONS LISTED IN ITEM 3)

(A) REAL PROPERTY (GIVE THE FOLLOWING DETAILS OF REAL ESTATE OWNED BY APPLICANT AND ALL MEMBERS OF HOUSEHOLD)

DESCRIPTION OF PROPERTY	NAME OF OWNER	ASSESSED VALUE	INCUMBRANCES TOTAL MONTHLY PAYMENT	ANNUAL GROSS REVENUE	ANNUAL TAXES	TOTAL ARREARS OF	
						TAXES	INTEREST

(B) MISCELLANEOUS

TYPE OF ASSET		IN WHOSE NAME?	NAME OF BANK, ORGANIZATION OR COMPANY	AMOUNT ON DEPOSIT OR VALUE OF ASSET	YEARLY INCOME OR DIVIDEND
BANK OR SAVINGS ACCOUNT	<input type="checkbox"/>	<input type="checkbox"/>			
GOVERNMENT BONDS	<input type="checkbox"/>	<input type="checkbox"/>			
OTHER BONDS OR DEBENTURES	<input type="checkbox"/>	<input type="checkbox"/>			
SECURITIES, STOCKS, SHARES	<input type="checkbox"/>	<input type="checkbox"/>			
SUPER ANNUATION, PENSIONS, ANNUITIES	<input type="checkbox"/>	<input type="checkbox"/>			
MORTGAGES RECEIVABLE, LOANS TO OTHERS	<input type="checkbox"/>	<input type="checkbox"/>			
MONEY IN TRUST	<input type="checkbox"/>	<input type="checkbox"/>			
OTHER (SPECIFY):	<input type="checkbox"/>	<input type="checkbox"/>			

(C) INSURANCE (GIVE DETAILS OF INSURANCE CARRIED BY APPLICANT AND ALL MEMBERS OF HOUSEHOLD)

NAME OF INSURED	NAME OF COMPANY	POLICY NUMBER	AMOUNT OF INSURANCE	AMOUNT OF PREMIUM	PREMIUM PAID BY WK., MO., ETC.	NAME OF BENEFICIARY

12. CONTRIBUTIONS: (LIST CHILDREN, RELATIVES OR ANY PERSONS **NOT** LIVING WITH APPLICANT BUT WHO CONTRIBUTE TO THE SUPPORT OF APPLICANT OR DEPENDANTS)

NAME (SURNAME)	NAME (GIVEN NAMES)	ADDRESS	RELATIONSHIP TO APPLICANT	AGE	CONTRIBUTIONS

13. OTHER CHILDREN AND CLOSE RELATIVES NOT LIVING WITH APPLICANT:

SURNAME	GIVEN NAMES	ADDRESS	RELATIONSHIP TO APPLICANT	AGE

14. OTHER INCOME: (LIST ALL OTHER INCOME NOT PREVIOUSLY RECORDED IN THIS FORM WHICH IS RECEIVED OR EXPECTED BY APPLICANT AND MEMBERS OF HOUSEHOLD)

SOURCE OF INCOME	RECEIVED BY: (NAME OF PERSON)	EXPECTED BY: (NAME & DATE)	AMOUNT WEEKLY	MONTHLY

15. DEBTS: (GIVE THE FOLLOWING DETAILS OF MONEY OWED, INCLUDING PERSONAL LOANS, MONEY OWED ON INSTALMENT PURCHASES, AND MONEY TO BE PAID UNDER A COURT ORDER, ETC.)

OWING TO WHOM?	FOR WHAT?	AMOUNT

(SIGNATURE OF APPLICANT)

DATED AT _____, THIS _____ DAY OF _____, 19 _____

(SIGNATURE OF WELFARE ADMINISTRATOR
OR REPRESENTATIVE)

(OFFICIAL TITLE)

(OFFICE ADDRESS)

AFFIDAVIT OF APPLICANT

PROVINCE OF ONTARIO
TO WIT:

IN THE MATTER OF THE GENERAL
WELFARE ASSISTANCE ACT

I, _____ make oath and say:
(full name)

1. THAT I am the applicant for assistance named in the foregoing record.
2. THAT all the statements in the foregoing record have been read by or to me and they are true to the best of my knowledge and belief and no information required to be given has been concealed or omitted.

Sworn before me at the _____
(City, Town, etc.)

of _____

in the Province of Ontario this _____

day of _____, 19 _____

(Signature of Applicant)

(A Commissioner, etc.)

TO BE COMPLETED BY THE WELFARE ADMINISTRATOR WHERE APPLICATION HAS BEEN MADE FOR GENERAL ASSISTANCE

I CERTIFY:

(1) THAT the applicant named in the foregoing record was granted General Assistance on
_____, 19 _____
(date)

(2) THAT a visit was made to the home of the applicant on _____ 19 _____
(date)

(Name of person who made home visit)

(Official Title)

Dated at _____

this _____ day of _____, 19 _____

(Signature of Municipal Welfare Administrator)

ADDITIONAL INFORMATION

APPENDIX G

A CLOSER LOOK AT TRAINING

We have already briefly described various training programmes available to the Ontario resident through government. In order to provide a more comprehensive overview of the range of these and other training courses, this section endeavours to outline the majority of major programmes which exist, how they are conducted, the eligibility criteria, the agencies involved and the nature of their involvement, and the end product of the training.

Apprenticeship:

As mentioned earlier, the objective of apprenticeship is to provide qualified tradesmen or journeymen to meet the needs of the labour market.

Apprenticeship training includes on-the-job training consisting of an average duration of 7,400 hours and institutional training provided through the Community Colleges averaging 600 hours. This institutional training is generally divided into three periods of seven to eight weeks duration each.

The training programme is established in a three-way contract between the employer, the employee and the Industrial Training Branch of the Ontario Department of Labour.

Employment as an apprentice by an employer is a necessary prerequisite to participation in the programme.

An individual must be 16 years of age or over and have Grades 8, 9 or 10 (most trades require Grade 10) as specified by the trade regulation.

The qualifications are set down by regulation for 32 regulated trades, and for approximately 100 other trades they are laid down in training schedules.

Under the *Adult Occupational Training Act*, the Federal Government pays 100% of the tuition costs. The Federal Government also pays 100% of the allowances to qualifying apprentices. These allowances range from \$47.00 to \$113.00 weekly, depending on the number of dependants. The trainee may receive additional allowances if he lives away from home or commutes.

Approximately 60% of the total number of apprentices qualify for federally paid benefits: the remaining 40% are paid by the Province.

Graduates from the apprenticeship programme are qualified at the journeyman skill level and obtain a certificate of apprenticeship and/or certificate of qualification and are then entitled to practise their trade. Generally, the duration of apprenticeship training is four or five years.

Short Term Training-in-Industry:

To provide "one skill" training or retraining or upgrading of less than journeyman requirements, this training is primarily conducted through the use of in-plant

facilities. It consists of "vestibule" (training in the plant, but away from the actual work station) classes or on-the-job instruction during production hours. Programmes vary from 40 to 1,040 hours conducted over a maximum period of one year. There is some use of correspondence courses.

There are no age or educational restrictions for entry into this programme. The activity is primarily aimed at persons already in the employ of a company who need upgrading or need retraining because their skills are redundant. While it is also available to those hired from the ranks of the unemployed, the individual must first find an employer to hire him for this purpose.

Again under the *Adult Occupational Training Act*, the Federal Government picks up 100% of instructor costs for the vestibule training component and 50% of the trainee's wages, provided that the trainee is one year past the school-leaving age, one year out of school and has either been in the work force for three years or has a dependant.

For those trainees who do not qualify for federal allowances the Ontario Government pays 100% of the vestibule costs and up to 25% of the trainee's wages during the on-the-job training stage.

The trainee acquires a marketable skill at a particular level to facilitate his employability, his retention in a job which has changing skill demands, or his upgrading in order to create job vacancies below him.

Modular Training:

The objective of this training concept is to provide qualified tradesmen to meet the needs of industry and the labour market through a more flexible system of training, retraining and upgrading.

Provided mainly through in-plant facilities with practical on-the-job and vestibule class instruction, this training may include periods of institutional training at the Community Colleges or correspondence courses.

Accreditation for the completion of "blocks" of knowledge or skills distinguishes this type of training from apprenticeship programmes which require whole programme completion before recognition.

Although this training programme, too, is aimed at somebody already in the employ of a company, there are no age or educational restrictions.

The Federal Government underwrites approximately 90% of the costs for tuition provided through the Community Colleges. The Ontario Government picks up the in-plant instructor costs of vestibule training and approximately 10% of the Community College tuition costs for those trainees who are not eligible for federal assistance. Usually 50% of the trainees' wages are paid by the Federal Government while the trainee is attending related in-school training.

Through this programme, an individual may be qualified to any skill level up to and including the journeyman level.

Canada Manpower Training On-the-Job Program (CMTJP):

The objective of this training programme is to train the unemployed in job skills which are transferable, to prepare for the expansion of industry and to increase the employability and earning capacity of the trainee. It appears to be in direct competition with provincially-sponsored Training-in-Industry programmes.

The programme consists of 3 to 12 months of training and work experience on-the-job through the cooperation of employers who agree to participate in the programme and who have the training capacity and adequate working conditions. Training is aimed at those occupations offering a probability of continuing employment to the trainee.

There are no educational or age limitations for participation in this programme. Entry is through registration at a local Canada Manpower Centre and priority is being given to those who lack work experience. This may be of particular significance to those on welfare assistance.

The Federal Government provides subsidization to employers up to a maximum of 75% of the actual wages paid to the trainee or in the form of a tax incentive scheme through a 160% writeoff of trainee wage costs.

There is no Provincial Government participation in the financing or administration of this programme.

The programme is intended to produce an employable person with a new or upgraded skill which is in demand by his present employer or among other employers in related industries.

Local Initiatives Program:

The objective of this programme is to create additional employment during the period between November and May and to contribute as well to community improvement.

Non-profit projects which will provide opportunities for employment within the community are identified by municipalities, community organizations and private groups. Each project must involve a minimum of 15 man months of work. There are no restrictive eligibility requirements. Priority is being given to unemployed workers.

The Federal Government, through Canada Manpower, provides an average \$100.00 per man week for each project as well as certain costs.

The intended result of this programme is short-term work creation with some benefit to the community that would otherwise not have been accomplished.

Basic Training for Skill Development (BTSD):

The objective of this programme is to provide basic training including in English, Mathematics, Science and some trade-related subjects for those wishing to enter an apprenticeship programme or to upgrade themselves for other skill training.

Basic training and skill development takes place over a 52-week maximum primarily in the Community Colleges or secondary schools, but may also be provided by some unions, trade associations and ethnic associations. It is often integrated with in-school skill training courses. A person must have the capacity to work and be otherwise employable. To qualify for free tuition, he must also be one year past school-leaving age (17 or over) and one year out of school. To qualify for allowances, he must also have had a work force attachment for three years or have a dependant.

Canada Manpower provides a 100% subsidy of the costs under the Canada Manpower Training Program. This subsidy has a ceiling of two years for any one individual, but no more than 52 weeks at a time.

The trainee's educational level is raised to the equivalent of Ontario Grade 10 to allow entry into apprenticeship and certain other training programmes.

C.O.S.T.I.:

The objective of the programme provided by this organization is similar to that provided under basic training and skill development. This, however, is confined to immigrants who require language training and the courses include the English language and trade terminology.

The training is given in the Community Colleges, evening courses in secondary schools, and in C.O.S.T.I. classrooms and shops. The eligibility criteria are the same as those for basic training for skill development.

The Federal Government provides subsidization of tuition and classroom costs by reimbursement to the Ontario Department of Colleges and Universities.

The acquisition of some skills through training in the C.O.S.T.I. shops and the raising of the educational level of immigrant employables to Grade 9 or 10 thus increases their eligibility and capability for apprenticeship training.

Training in Business and in Industry (TIBI):

This programme is designed to upgrade the skills and knowledge of employed persons and to improve the competitive capability of employers.

It is conducted through day or evening classes at the Community Colleges or on the company premises. Some skill training is also provided on the job to supplement in-classroom training. Most of this training relates to white collar occupations covering mainly managerial, personnel, administration and office management

training. Persons must already be employed and demonstrate that they will gain benefit from the training to be eligible. We have noted some overlap with the Short-Term Training-in-Industry programme.

The Provincial Government, through the Department of Colleges and Universities, underwrites one-third of the costs of the programme, the remainder being shared by the employer and the trainee.

The hopes are that the employee's performance capabilities and earning power are increased, and that the employer with improved worker skills can increase his productivity.

Ontario Manpower Retraining Programmes (OMRP):

These programmes are intended to increase the employability and earning power of unemployed persons through training in new skills or upgrading of present skills.

The programme is carried out mainly through day classes at Community Colleges. The duration is from 6 to 40 weeks. They can also be conducted in evening classes or by alternating in school and on-the-job training with employer participation.

The programme is aimed at the unemployed who have been identified as potentially employable. Priority is given to those receiving welfare assistance. However, some employed can be enrolled for upgrading or retraining. Referral to the programme is through the local Canada Manpower Centres. Canada Manpower subsidizes the entire cost under the *Adult Occupational Training Act* except for provincial administrative costs which are underwritten by the Province.

The plan is to increase the employability and earning capacity of the unemployed and to provide for an increase in the reserve of skilled workers to be prepared for future expansion of the economy.

It also provides pre-apprenticeship training to a number of potential skilled tradesmen and persons already employed who have been upgraded or retrained to improve their performance on the job, or in some cases, to ensure the retention of their job.

Private Trade Schools:

These schools provide training designed to produce a qualified skilled worker, tradesman, technician or technologist in specific industries. Classes are conducted in day or evening. Correspondence courses are also used. Each school prescribes its own admission requirements.

The Federal Government purchases special courses to satisfy individual retraining needs which will hopefully develop marketable skills.

Ontario Government Winter Training Programmes (1971-72):

These programmes were established to provide the unemployed with skills to increase their employability and earning capacity, and also to upgrade occupational competence of immigrant tradesmen holding provisional certification.

This programme is considered supplementary to existing Ontario and federal programmes. However, portions of it appear to be in competition with Canada Manpower's On-the-Job Training Program. The Winter Training programmes include apprenticeship pre-employment through courses at Community Colleges, upgrading courses provided through these Colleges, on-the-job apprenticeship training, special short-term training in industry as well as administrative modifications to facilitate the training of Indians. Aimed at the unemployed with an educational level ranging from elementary school to Grade 10 and with very limited job experience, this programme has no formal eligibility criteria.

Ninety percent of the tuition costs qualify for federal reimbursement in respect of pre-employment training. One hundred percent of the allowances are paid by the Federal Government during pre-employment training as well. All other costs are absorbed by the Ontario Government through the Department of Labour.

The main expectation of the programme is the immediate engagement of the unemployed in training to enhance their employability. There should also be long term benefits from the creation of a pool of skilled workers.

Trade Union and Associate Courses:

These courses are to train apprentices in new trade skills or to upgrade qualified tradesmen. Night classes utilize the facilities of secondary schools or the Community Colleges. Training is also carried out through correspondence courses or on-the-job during production hours.

The person must be employed as an apprentice trainee or semi-skilled or skilled tradesman. There is no government involvement.

Benefits lie in the attainment of a journeyman's skill level or through the increased performance of qualified tradesmen.

Pre-employed training for the handicapped is not dealt with here, but we recognize that this is an area of major significance.

